

Addressing the Role of Natural Resources in Conflict and Peacebuilding

A Summary of Progress from UNEP's Environmental
Cooperation for Peacebuilding Programme

2008-2015



ENVIRONMENTAL COOPERATION FOR PEACEBUILDING

About This Report

The Environmental Cooperation for Peacebuilding (ECP) programme is one of the four work streams under UNEP's Post-Conflict and Disaster Management Branch (PCDMB). The overall aim of the ECP programme is to strengthen the capacity of countries, regional organizations, UN entities and civil society to understand and respond to the conflict risks and peacebuilding opportunities presented by natural resources and environment.

To achieve this goal, the ECP programme is divided into three main pillars. First, it works with academics and practitioners to develop an extensive evidence base of good practices and lessons learned from conflict and peacebuilding case studies. This wealth of material is managed in a global knowledge platform and disseminated to a community of practice on environmental peacebuilding. Second, it conducts policy analysis and creates partnerships with UN and other actors in order to help formulate more effective response policies and programmes across the spectrum of peace and security operations. Finally, it provides technical support to UN country teams, conflict-affected countries and other stakeholders in the field to conduct assessments and apply good practices through catalytic partnerships and pilot projects.

The purpose of this report is to highlight both the progress and results that the ECP programme has achieved in the field of environmental peacebuilding from 2008 to 2015 within each of these main activity pillars. The report also shares some of the key lessons learned and recommendations for future focus areas.

ECP contributes to UNEP's programme of work for 2014-2015 within the Disasters and Conflicts subprogramme, under expected accomplishment (a): "The capacity of countries to use natural resource and environmental management to prevent and reduce the risk of disasters and conflicts is improved."

Further information on the ECP programme can be found on www.unep.org/ecp

All of the publications mentioned in this report can be found on www.unep.org/ecp/publications

The knowledge platform and community of practice can be accessed on www.environmentalpeacebuilding.org

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United Nations Environment Programme

P.O. Box 30552, Nairobi, KENYA

Tel.: +254 (0)20 762 1234

Fax: +254 (0)20 762 3927

Email: unepub@unep.org

Web: www.unep.org

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Programme management: David E. Jensen

Report coordination: Pauliina Upla and Sophie Brown

Report design and layout: Cristina Poiata

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Executive Summary

Preventing, managing and resolving natural resource conflicts is undoubtedly among the key peace and security challenges of the 21st century. Increasing demand for natural resources combined with environmental degradation and climate change will serve to intensify competitive pressures between countries and communities over resource access, ownership and use.

Many experts and governments expect natural resources to become key drivers in a growing number of disputes, with potentially significant consequences for international, regional, and national peace and security. At the same time, many academics and prominent figures such as the UN's Deputy Secretary General Jan Eliasson, have strongly advocated the idea of "working to make the scarcity of resources a reason for cooperation, not for conflict."

In the UN system, few other issues cut across as many institutional mandates and national interests as natural resources. Ultimately, supporting countries to effectively address conflict risks and peacebuilding opportunities from natural resources requires a strategy that goes well beyond the mandates and capacities of individual UN agencies. The key challenge faced by the UN system is how to coordinate and deploy the five core operational areas in a more effective and coherent way. These include peace and security, human rights, sustainable development, humanitarian assistance and international law.

The creation of the UN Peacebuilding Architecture in 2005 reflected an important opportunity to address these key questions. The concept of peacebuilding aimed to ensure that UN field programming responded more effectively to conflict analysis, and established a more coherent strategy to support peace consolidation across the functional domains that constitute the UN system. Yet, as the UN's new architecture for peacebuilding was being formulated, one of the critical knowledge gaps was a nuanced and evidence-based understanding of the different roles that natural resources and the environment could play across the peace and security continuum. Analysis was also needed on the range of tools and strategies that could be used to address different conflict risks and peacebuilding opportunities from natural resources in a more coordinated and coherent manner.

UNEP's Environmental Cooperation for Peacebuilding (ECP) programme was founded in 2008 to address this need. Building on UNEP's field expertise from over 20 post-conflict environmental assessments, ECP aims to strengthen the capacity of countries, regional organizations, UN entities and civil society to understand and respond to the conflict risks and peacebuilding opportunities presented by natural resources and the environment.

Between 2008 and 2015, the ECP programme adopted an ambitious workplan that was comprised of collecting evidence, developing policy and catalyzing the uptake of new practices and innovative pilot projects in the field for the benefit of the UN's peace and security architecture. These three distinct but inter-related pillars were based on UNEP's own mandate, technical orientation and operational reach, as well as on the needs of the UN system. The ECP programme is the first comprehensive and sustained effort to set in motion and catalyze new thinking, reforms and processes in each of these pillars that could become self-sustaining and up-scaled by the partners and beneficiaries.

This report provides a comprehensive overview of the different outputs for each pillar and the results achieved. It also summarizes key lessons, with a future outlook for UNEP in the coming years under the ECP framework. ECP delivery partners and partnerships are also duly recognized.

This report also informs UNEP's approach for addressing conflict risks and peacebuilding opportunities from natural resources and the environment in the context of the 2030 Agenda for Sustainable Development, including the newly established Sustainable Development Goals (SDGs). In particular, goal 16 on peaceful societies, access to justice and inclusive institutions can help to strengthen transparent natural resource governance based on well informed, inclusive decision-making, thereby maximising peace dividends and minimizing the risk of social grievances and violent conflict.

ECP has positioned UNEP to be a trusted partner in addressing this challenge. UNEP stands ready to deploy this capacity and specialized technical knowledge to help manage resource conflicts and to ensure peacebuilding is underpinned by sustainable management of natural resources and the environment.

SUMMARY OF MAIN ECP IMPACTS AND OUTPUTS

Pillar 1: Providing global thought leadership and building the evidence base.

ECP's first objective was to collect case studies from field practitioners, experts and academics documenting how natural resources had successfully supported post-conflict peacebuilding, and illustrating how different risks along the peace and security continuum had been addressed. This evidence base was used to inform the development of new policies, programmes and practices in Pillars 2 and 3, as well as helping to establish a community of practitioners working on the topic. This work resulted in five key outputs:

- **Case studies:** The programme co-generated 150 original peer reviewed case studies by 225 experts and practitioners, covering 12 natural resource sectors across 60 conflict affected countries. All cases are freely available online with over 43,000 chapter downloads to date. The process also formed the basis for a TEDx talk on natural resources and peace.
- **Books:** The case studies have been published in a series of six thematic books on post-conflict peacebuilding and natural resources published by Earthscan/Routledge. Each book includes a summary of key lessons learned covering high-value natural resources, land, water, livelihoods, governance, assessment and restoration.
- **Knowledge platform:** An environmental peacebuilding knowledge platform has been built and is being used by visitors from 185 countries. It consistently receives 5,000-8,000 page views per month, and now contains over 4,300 documents and resources. The knowledge platform supports a virtual Community of Practice with over 2,500 people from 90 countries that have signed up to a regular Environmental Peacebuilding Update.
- **Al-Moumin Distinguished Lecture and Award:** This annual lecture and award recognizes leading thinkers who are shaping the field of environmental peacebuilding. The lecture series is co-sponsored by the Environmental Law Institute, American University, and UNEP, and is named in honor of Dr. Mishkat Al-Moumin, Iraq's first Minister of Environment.
- **Academic courses and training:** A dedicated module on environment, conflict and peacebuilding was designed and delivered for the University of Eastern Finland's training on multilateral environmental agreements and diplomacy, and for the NATO school in Oberammergau, Germany. ECP also supported the development of one of the world's first certificate programme on environment, peace and security with Columbia University. An Environmental Peacebuilding Academy has also been established to engage professors and educators in cultivating the next generation of environmental peacebuilding practitioners, researchers, and decision makers.

Three major outcomes have resulted from Pillar 1:

- **Evidence base generated by ECP is influencing both the research community as well as international policy and practice:** ECP's case studies have been indispensable for increasing global awareness, influencing the content of academic courses and the priorities of the research community as well as shaping the international policies and practices of both the UN system and key development partners. They have been referenced in a number of high profile publications by the UN, the World Bank, the Intergovernmental Panel on Climate Change (IPCC) and the Organization for Economic Cooperation and Development (OECD), as well as in specific guidance by a number of donors including EU, USAID, DFID, Finland, Norway, Sweden, and AusAID.
- **Many lessons learned are being adopted by conflict-affected countries and supporting institutions:** The lessons learned are being used as the basis for policy development in a number of conflict-affected countries by a range of different stakeholders, including by the International Dialogue on Peacebuilding and Statebuilding and members of the g7+ group of fragile states.
- **Vibrant community of practice and new multidisciplinary field of Environmental Peacebuilding established:** The ECP programme has helped establish a new community of practice in "environmental peacebuilding". The knowledge platform provides a repository of state-of-the-art resources for public and academic use, helps to inspire new initiatives and research, and supports the next generation of experts and field practitioners.

Pillar 2: Conducting strategic advocacy and joint policy analysis across the UN system. ECP's second objective was to establish partnerships with key UN agencies to jointly analyze the evidence base and identify more effective response measures to address conflict risks and peacebuilding opportunities from natural resources. This work resulted in four key outputs:

- **UN policy reports:** Joint policy reports and UN partnerships to address natural resources across the peace and security continuum were published, ranging from peacebuilding, peacekeeping and mediation, to international law, women and gender, and ex-combatants. Each report has generated further field guidance, policy, and training materials.
- **UN-EU Partnership on Land, Natural Resources and Conflict Prevention:** ECP catalyzed a partnership between the EU and the UN that developed six guidance notes on conflict prevention linked to extractive industries, land, water and other renewable resources. The EU-UN Partnership on Land, Natural Resources and Conflict Prevention has also combined and deployed the economic, social, political and environmental expertise of the partner agencies into joint assessments and integrated field programs in different countries.
- **UN guidance:** ECP initiated and supported the adoption of a UN-wide guidance note on natural resources in post-conflict peacebuilding, endorsed by 38 UN entities. The guidance helps UN Country Teams and missions understand the negative and positive roles that natural resources can play in peace consolidation.
- **Collaboration with the World Bank and g7+:** ECP is working with the World Bank to conflict-sensitize

the extractive industry value chain and develop an open data resource concession platform called MAP-X for the disclosure and compliance monitoring for the g7+ group of fragile states.

Three major outcomes have resulted from Pillar 2:

- **Natural resources, conflict and peace linkages are recognized at the highest international political level:** The sustained advocacy and outreach of ECP has strongly contributed to ensuring that the complex role of natural resources across the peace and security continuum is recognized in high-level independent reviews on the Peacebuilding Architecture and Peace Operations, in a range of reports by the UN Secretary-General and in debates of the UN Peacebuilding Commission, the Security Council and the General Assembly. The process of translating these higher level policy statements and commitments into new field programmes on the ground has started.
- **New international norms and guidelines are emerging:** ECP work triggered the International Law Commission (ILC) and the International Committee of the Red Cross (ICRC) to review the international legal frameworks protecting the environment during armed conflict and to establish new normative principles and guidelines of good practice.
- **Multi-donor trust funds for peacebuilding increasingly encourage and finance projects on natural resources:** The UN Peacebuilding Fund, the European Union's Instrument contributing to Stability and Peace, and the World Bank-United Nations Fragility and Conflict Partnership Trust Fund have each made natural resources, conflict and peacebuilding projects eligible for funding and support.

Pillar 3: Catalyzing uptake of good practices and pilot projects in the field. The third main objective of ECP was to help catalyze the use and uptake of lessons learned and good practices on natural resources, conflict and peacebuilding in the field by the UN system, member states and other stakeholders. This involved offering technical assessments and impartial expertise on a “rapid response” basis to UN partners and national stakeholders, as well as developing pilot projects and joint programmes aiming to tackle specific resource-driven conflicts. This work resulted in three key outputs:

- **Technical assistance to UN peacekeeping missions:** Assessments on mitigating environmental impacts of peacekeeping missions or on threat financing from conflict resources and environmental crime in DR Congo, Mali, South Sudan, Somalia and Central African Republic.
- **Environmental diplomacy and mediation support:** ECP provided technical analysis and environmental diplomacy support to Western Sahara, Haiti-Dominican Republic, Bougainville, the Sahel region, Sudan and Nigeria to address ongoing or potential resource disputes.
- **Assessments and capacity building on conflict prevention and peacebuilding:** ECP conducted rapid field assessments and provided inputs on conflict prevention or peacebuilding programmes in CAR, Sierra Leone, Afghanistan, DRC and Somalia.

Four major outcomes have resulted from Pillar 3:

- **Increasing level of technical analysis and UN response coordination in the field of peacebuilding:** ECP has promoted increased shared technical analysis between UN agencies and improved UN coordination on addressing natural resources in conflict prevention and peacebuilding. The best examples can be found within the work of the UN Country Teams for Afghanistan, Haiti and Sierra Leone.
- **The analysis and technical support provided by ECP has been successfully used in resource conflict resolution and reconciliation processes:** UNEP notably applied lessons learned and good practices generated by ECP in the mediation and environmental diplomacy support provided in the Ogoniland region of the Niger Delta. Negotiating partners have agreed on a USD one billion roadmap for an environmental remediation project. Other important work focused on supporting transboundary collaboration between Haiti and the Dominican Republic on environmental risks along the border region, as well as helping assess potential livelihood and security risks from climate change in the Sahel region.
- **Increasing application of good environmental practices in peacekeeping missions:** The idea of “greening the blue helmets” has become an accepted need and operational requirement for all UN peacekeeping missions. A Special Advisor on Environment and Peace Operations has been appointed to oversee this work.
- **ECP is successfully institutionalized within UNEP with a rapid reaction capacity to provide short-term technical assistance:** 15 unique technical missions have been undertaken within the ECP framework, and there is growing demand for UNEP’s assistance from the UN system, the European Union, the G7+ secretariat and the World Bank. These efforts are supported by ECP participation in HQ coordination mechanisms such as the UN Working Group on Transitions as well as links to DPA and DPKO desks. ECP is a flagship area of work for UNEP that has been successfully institutionalized within UNEP’s Post-Conflict and Disaster Management Branch as one of four work streams. Further internal investments in the ECP programme in terms of staff and resources are warranted.

FUTURE OUTLOOK

Recognizing the technical mandate and limited operational capacity of UNEP to directly address natural resource conflicts, ECP has adopted an approach to catalyze change by working through partnerships with other UN agencies and international stakeholders in the peace and security community. As the ECP programme matures and moves forward, six priority areas are proposed whereby UNEP's comparative advantage can be leveraged and technical assistance can be provided to help address specific conflict risks and peacebuilding opportunities across the peace and security continuum at the field level:

1. Supporting the emerging field of Environmental Peacebuilding
2. Providing technical support to resource conflict mediation and environmental diplomacy
3. Improving environmental management and monitoring of the extractive industries
4. Addressing climate change and security risks
5. Empowering women in peacebuilding through strengthening their role in natural resource management
6. Combatting illicit trade of natural resources and environmental crime

To the extent possible, these six areas will be aligned to support the 2030 Agenda for Sustainable Development, including the newly established Sustainable Development Goals (SDG). In particular, these efforts can contribute to different targets within Goal 16 which aims to "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels". UNEP's efforts to support this goal will focus on addressing the natural resource and environmental dimensions of the following four targets:

- 16.3 Promote the rule of law at the national and international levels, and ensure equal access to justice for all
- 16.6 Develop effective, accountable and transparent institutions at all levels
- 16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels
- 16.10 Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements

These four targets are important anchors for governing natural resources in a manner which maximizes peace dividends and minimizes the risk of social grievances and violent conflict.

RECOGNIZING ECP PARTNERS

UNEP duly thanks the partners and partnerships that have played a critical role in the delivery of the ECP programme. The government of Finland deserves special thanks for the vision, political leadership and sustained financial support for ECP during 2008-2015. Norway, Sweden, Italy, the United States and the European Union have also provided key support to different ECP outputs. The Environmental Law Institute, the International Institute for Sustainable Development, Columbia University, the EU-UN Partnership on Land, Natural Resources and Conflict Prevention, and the UNEP Expert Group on Conflict and Peacebuilding have played critical roles in the implementation of the different pillars and merit special thanks. UNEP looks forward to establishing new technical and political partnerships as the ECP programme continues to shift focus from the global policy level to field application.

ACRONYMS

CCA	Climate Change Adaptation
CILSS	Comité Permanent Inter-États de Lutte contre la Sécheresse dans le Sahel
DDR	Disarmament, Demobilization and Reintegration of ex-combatants
DESA	UN Department of Economic and Social Affairs
DFS	UN Department of Field Support
DPA	UN Department of Political Affairs
DRR	Disaster Risk Reduction
DPKO	UN Department of Peacekeeping Operations
ECHA	UN Executive Committee on Humanitarian Affairs
ECP	Environmental Cooperation for Peacebuilding programme
EITI	Extractive Industries Transparency Initiative
EIVC	Extractive Industries Value Chain
ELI	Environmental Law Institute
EU	European Union
FOI	Swedish Defense Research Agency
g7+	A group of conflict-affected countries in transition to the next stage of development
ICRC	International Committee of the Red Cross
ILC	International Law Commission
IOM	International Organization for Migration
IPCC	International Panel on Climate Change
MAP-X	UNEP/World Bank Initiative on Mapping and Assessing the Performance of Extractive Industries
MINUSCA	UN Multidimensional Integrated Stabilization Mission in the Central African Republic
MINUSMA	UN Multidimensional Integrated Stabilization Mission in Mali
MONUSCO	UN Stabilization Mission in the Democratic Republic of the Congo
MOOC	Massive Open Online Course
OCHA	UN Office for the Coordination of Humanitarian Affairs
OECD	Organization for Economic Cooperation and Development
OfD	Oil for Development Programme of Norway
PBC	UN Peacebuilding Commission
PBSO	UN Peacebuilding Support Office
PCDMB	Post-Conflict and Disaster Management Branch of UNEP
SDG	Sustainable Development Goal
UNDP	UN Development Programme
UNDG	UN Development Group
UNEP	UN Environment Programme
UNU	UN University

Introduction

Resolving natural resource conflicts is a defining peace and security challenge of the 21st century. The geopolitical stakes are high as the survival or authority of states may depend on securing access to key natural resources. A range of national, multinational and state-backed companies seek to capitalize on emerging demand and supply dynamics. In some cases, elite actors monopolize control over resource revenues, concentrating their personal wealth at the expense of local citizens.

At the same time, many communities are becoming hostile to resource investments and may revoke companies' social license to operate. This is the case especially if benefits and burdens are not shared equitably, human rights are violated, environmental damage is significant, or expectations are not met. Armed groups and criminal networks increasingly use revenues from illicit resource exploitation and trade to finance their activities. A wide range of natural resources are affected by these dynamics, from land and water to hydrocarbons, metals and minerals.

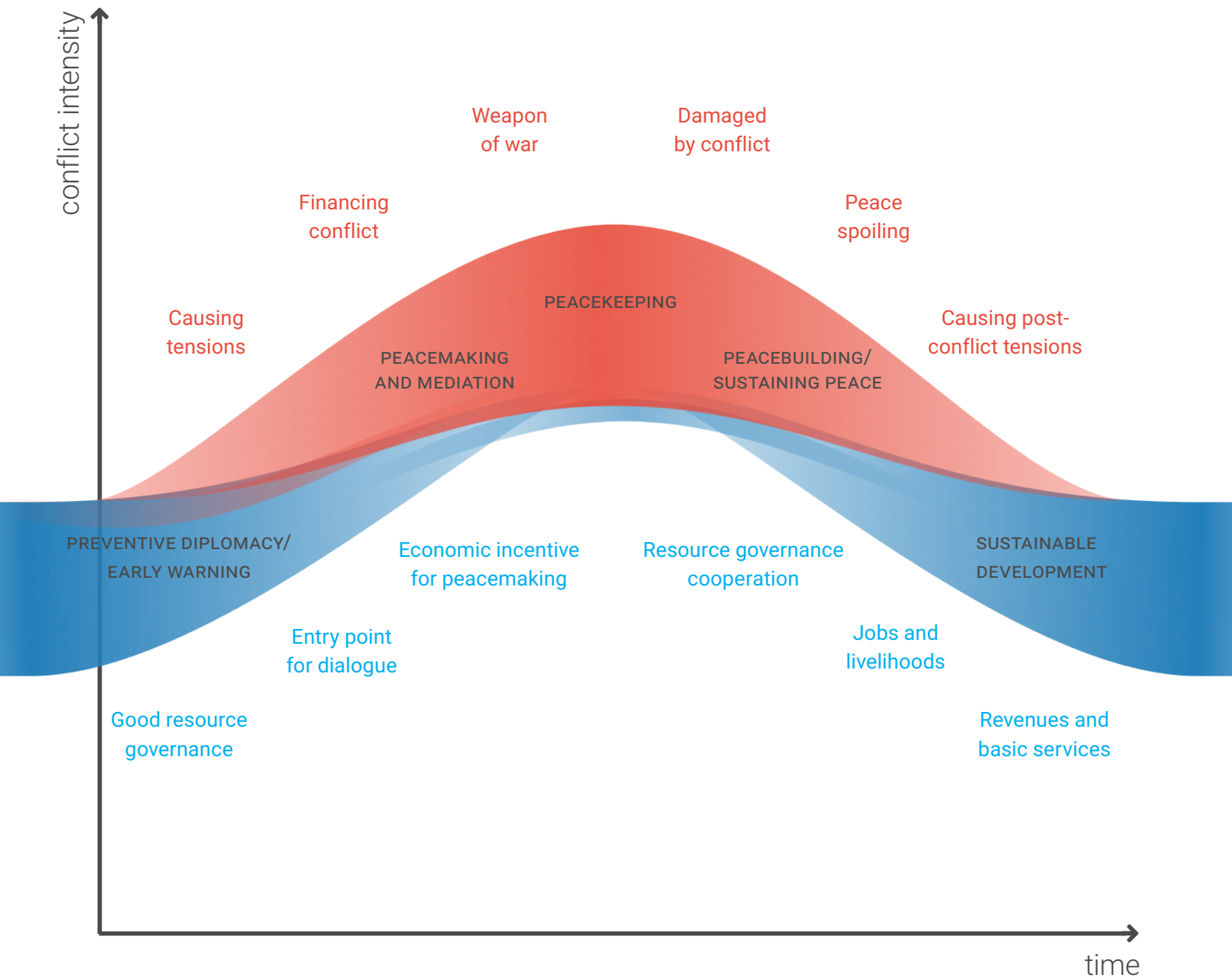
For countries recovering from violent conflict, natural resources often offer the first opportunity to help stabilize, re-build and revive livelihoods and other economic activity. When governments manage their environment and resources well and integrate them across a range of peacebuilding activities, natural resources can provide a sustainable pathway to a lasting peace and poverty reduction.

However, at the turn of the millennium, the UN's evolving peacebuilding architecture did not reflect the broad and complex role of natural resources across the peace and security continuum, as shown in Figure 1. As a result, the UN was insufficiently prepared to support lasting resolutions to resource conflicts or capitalize on the peacebuilding potential of natural resources and the environment.

In 2005, Finland's President Tarja Halonen wrote to the UN Secretary-General Kofi Annan, noting this shortcoming. She offered to partner with UNEP to enhance understanding and capacity across the UN system to address conflict risks and peacebuilding opportunities from natural resources and the environment. Mr. Pekka Haavisto, former Finnish Minister for Environment and Development, also lent his political support to the idea, arguing that UNEP's extensive field assessment experience from 20 conflict-affected countries needed to be systematically shared with the wider UN system as the foundation for a more comprehensive international response.

The "Environmental Cooperation for Peacebuilding programme" (ECP) was founded by UNEP in 2008, with bilateral support from Finland and Sweden. The overall aim of the ECP programme is to "strengthen the capacity of countries, regional organizations, UN entities and civil society to understand and respond to the conflict risks and peacebuilding opportunities presented by natural resources and environment."

Figure 1. Conceptualization of risks and opportunities from natural resources and the environment along the peace and security continuum



The ECP programme adopted the peace and security continuum from Figure 1 as the basic conceptual framework for its work and sought to establish partnerships with the key UN peace and security actors that are responsible for interventions at different entry points. These included actors working on conflict prevention, mediation, peacekeeping, peacebuilding and international law. The programme also established partnerships on the roles of women and ex-combatants in post-conflict natural resource management.

With each UN partner, UNEP sought to gather field evidence, analyze policy and operational responses and catalyze the uptake of good practices and innovative pilot projects in the field by UN actors, governments and other stakeholders. The goal was to help the UN system adopt a more coordinated and

systematic approach to addressing natural resource risks and opportunities across the full peace and security continuum, given the complex and often dynamic role they can play. As most natural resource conflicts are characterized by a combination of political and technical aspects that lie outside the mandate of any single agency to address – only a comprehensive and joint approach with member states could tackle the problem effectively.

The following sections of this report detail the progress made and results achieved in each of the three main pillars of the ECP programme as illustrated in Figure 2. ECP’s aim was to make strategic investments and catalyze new thinking, reforms and processes in each of these pillars that could become independently self-sustaining by the partners and beneficiaries.

Figure 2. Pillars of the ECP programme



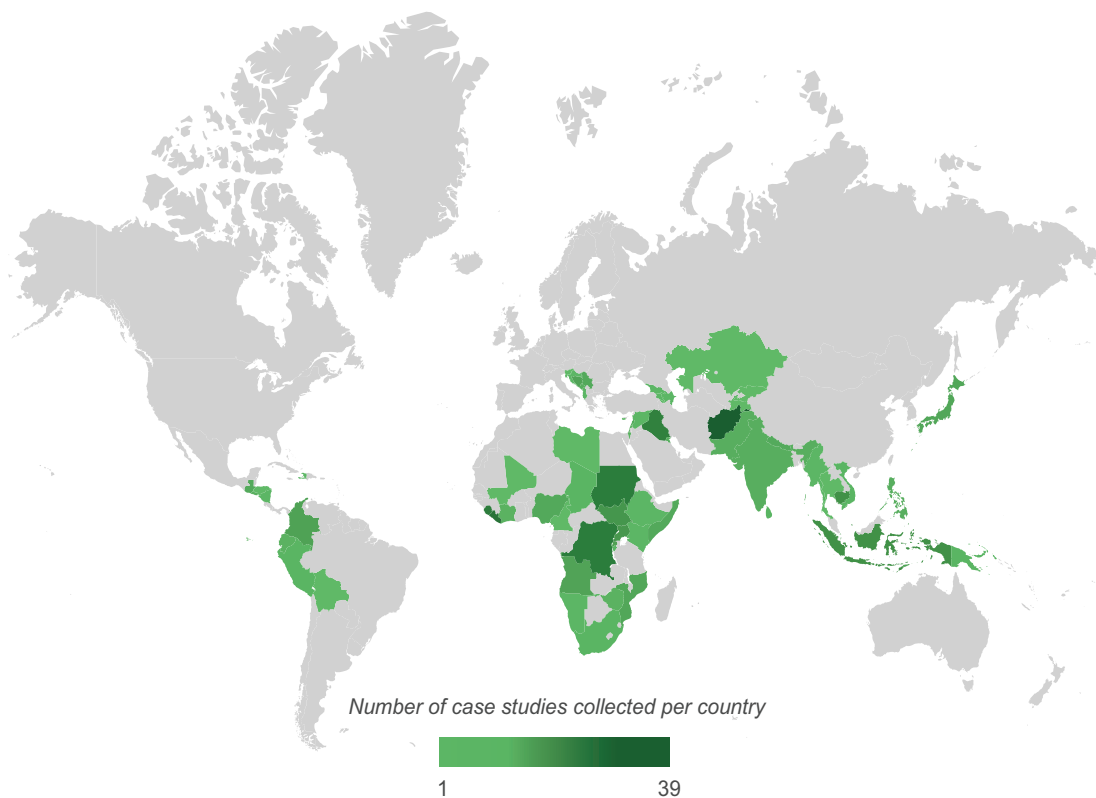
PILLAR 1

Global Thought Leadership and Building of Evidence Base

ECP's first objective was to collect case studies from field practitioners, experts and academics documenting how natural resources had successfully supported post-conflict peacebuilding, and illustrating how different risks along the conflict curve had been addressed. This evidence base was

used to inform the development of new policies, programmes and practices, and help establish a community of practitioners working on the topic. Using these materials, ECP also sought to lay the foundation for a new multidisciplinary field of study known as "Environmental Peacebuilding."

Global distribution of the evidence base generated by UNEP, ELI and partners across 67 countries



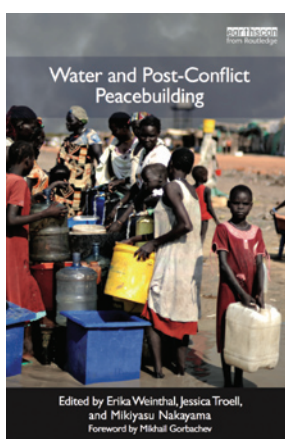
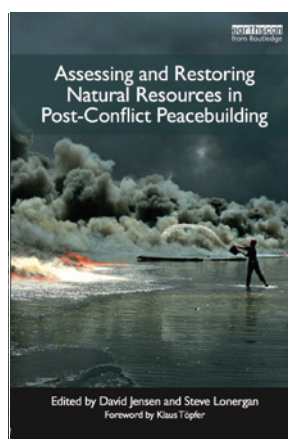
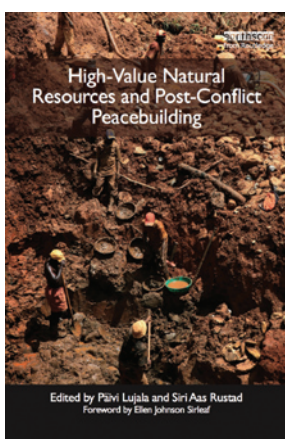
Global Research Programme on Natural Resources and Post-Conflict Peacebuilding

In 2010, UNEP formed a partnership with the Environmental Law Institute and a range of other universities and institutes to establish the largest global research programme of its kind on natural resources and post-conflict peacebuilding. Over a period of four years, a total of 150 original case studies from 67 conflict-affected countries around the world were developed, representing contributions from 225 experts. The case studies cover a range of natural resources, including land and water, high-value extractives such as oil, gas, minerals, metals and gems, as well as renewable resource sectors such as forestry, fisheries and agriculture.

The 150 case studies are published in a six-volume set by Earthscan/Routledge. Under a unique “open access” publishing agreement, the cases are also being made freely available through the Environmental Peacebuilding Knowledge Platform six months after the initial date of hardcopy publication.

To date, the cases have been referenced in a number of high profile publications from the UN, the World Bank, the African Development Bank (AfDB), the International Panel on Climate Change (IPCC), the International Law Commission (ILC) and the Organization for Economic Cooperation and Development (OECD). They also formed the basis for a TEDx talk entitled “Natural resources and peacebuilding: Is the United Nations united?”

The lessons learned are being used as the basis for programming in a number of countries by a range of different stakeholders, including by the International Dialogue on Peacebuilding and Statebuilding (IDPS) and members of the g7+ group of fragile states.



In particular, ECP presented key lessons learned to the High-level Seminar “From Peacebuilding to Statebuilding – African Experiences” held in Helsinki in May 2014 under the chairmanship of Pekka Haavisto, the then Minister for Development, Finland.

Environmental Peacebuilding Knowledge Platform

The Environmental Peacebuilding Knowledge Platform was launched on 6 November 2013, on the International Day for Preventing the Exploitation of the Environment During War and Armed Conflict. Developed by UNEP, the Environmental Law Institute and other partners, the website (www.environmentalpeacebuilding.org) serves as a global platform for sharing information, experiences and learning on addressing the linkages between natural resources, conflict and peace.

The Knowledge Platform supports a vibrant and rapidly growing community of practice, including over 2,500 registered people from 90 different countries. It also hosts a library containing 4,300 documents and regularly monitors news, events, jobs and new publications in the field. The Environmental Peacebuilding Update is issued twice a month to subscribers, containing a summary of the latest news and analysis from the field.

The Knowledge Platform consistently has 5,000 to 8,000 page views per month, with visitors from 185 countries. The most discussed topics on the Platform include extractive resources, renewable resources, land issues, governance and different conflict causes. In total, some 43,000 case studies have been downloaded from the Platform in the first two years of operation.

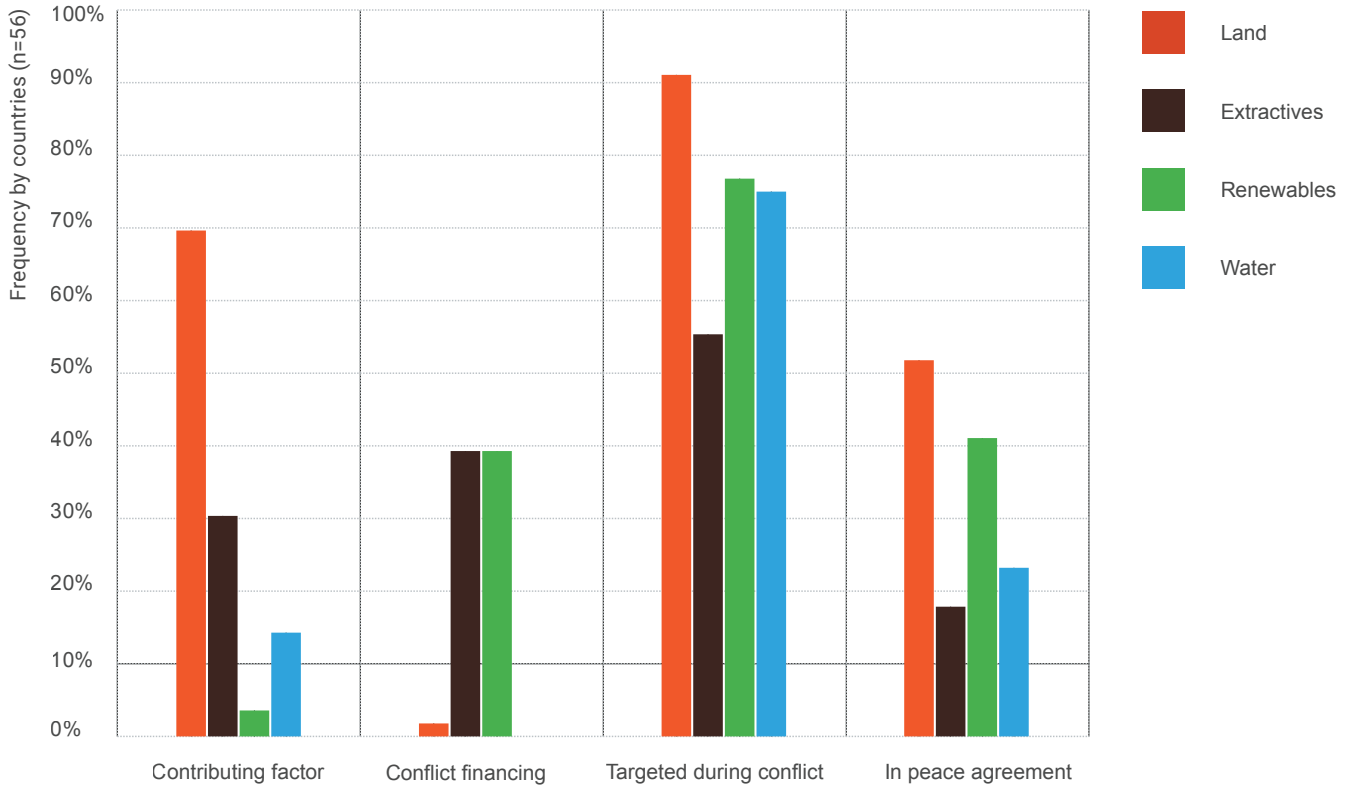


Environmental Peacebuilding Knowledge Platform in numbers

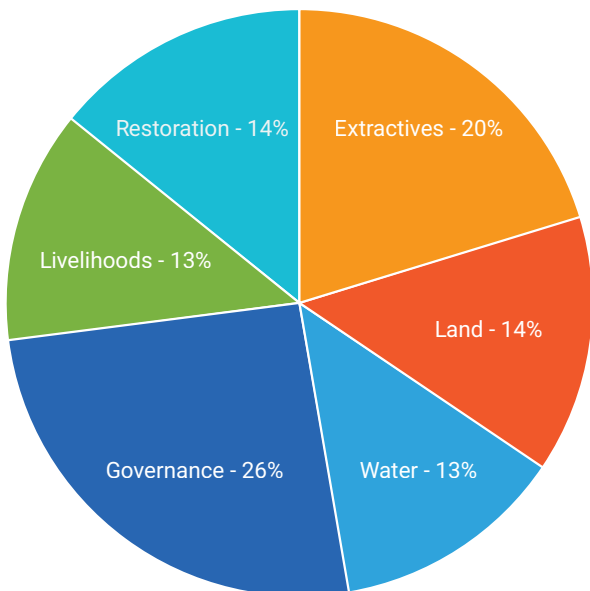
<p style="font-size: 24px; color: #00AEEF;">4,300</p> <p>knowledge products</p>	<p style="font-size: 24px; color: #00AEEF;">2,500</p> <p>members since 2013</p>	<p style="font-size: 24px; color: #00AEEF;">8,000</p> <p>page views per month</p>	<p style="font-size: 24px; color: #00AEEF;">43,000</p> <p>case studies downloaded</p>
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Key Statistics From the Book Series on Peacebuilding and Natural Resources

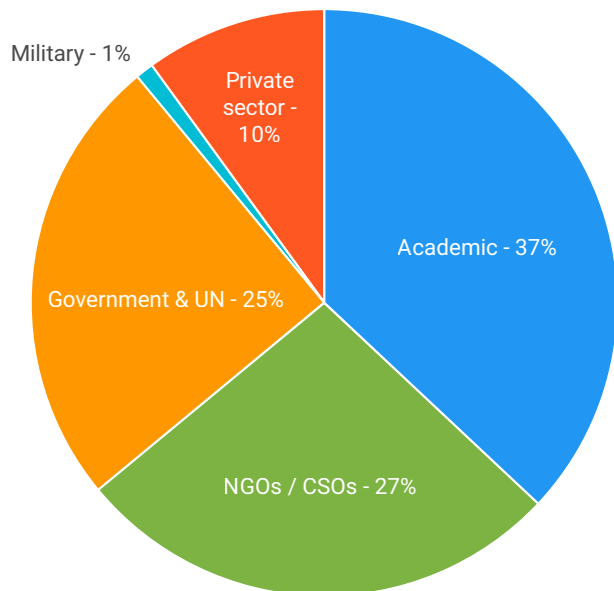
Role of natural resources in conflict (from 1990, over 1,000 battle deaths)



Breakdown of themes addressed by the 150 case studies



Breakdown of contributing authors to the 150 case studies



Academic Courses and Training

The evidence base built through the global research programme has also been used as an important foundation for a range of different academic courses and training programmes on natural resources, conflict and peacebuilding.

In particular, ECP collaborated with the University of Eastern Finland in 2014 to deliver a dedicated module on Environmental Security within the annual course on Multilateral Environmental Agreements and Diplomacy (see: <https://www2.uef.fi/fi/unep/about-the-course>).

In order to help establish the next generation of experts and practitioners, ECP also partnered with Columbia University to establish one of the world's first ever Certificate Programme on Environment, Peace and Security. This 12-credit programme is offered

as “the process of governing and managing natural resources and the environment to help lay the foundation for enduring peace. It includes efforts to prevent, mitigate, resolve, and recover from violent conflict, and involves renewable natural resources (land, water, fisheries, etc.), non-renewable natural resources (minerals, oil, gas, etc.), and ecosystems (including their services). Through equitable, transparent, and inclusive governance on multiple scales, societies can improve livelihoods, strengthen economies, and rebuild trust.”

An Environmental Peacebuilding Academy was also established consisting of 30 leading professors that seek to offer course content and collaborate in the development of curriculum. This strong foundation will ensure the field continues to develop and consolidate on an independent basis.

The eleventh University of Eastern Finland - UNEP course on Multilateral Environmental Agreements



University of Eastern Finland, Joensuu campus, Finland, 20-30 October 2014

over a period of two terms to both senior students and practitioners (see: www.sps.columbia.edu/certificates/environment-peace-and-security-certificate).

ECP has also worked with the Environmental Law Institute and a number of other institutions to establish the basis for a new academic field known as Environmental Peacebuilding. This emerging field is defined

The Al-Moumin Distinguished Lecture and Award was also created to recognize leading thinkers who are shaping the field of environmental peacebuilding. This annual lecture and award is co-sponsored by the Environmental Law Institute, American University, and UNEP, and is named in honor of Dr. Mishkat Al-Moumin, Iraq's first Minister of Environment. Recipients have included Michael Ross, Jon Barnett and Liz Alden Wiley.

High-Level Political Support for the Book Series on Peacebuilding and Natural Resources



“ *In reforming management of our high-value natural resources, we are finding our way along the path from conflict to peace and sustainable development. We are not alone on this path.* ”

ELLEN JOHNSON SIRLEAF
President of Liberia
Nobel Peace Prize Recipient



“ *These detailed and insightful analyses will inform the work of every aid worker and peacebuilder, providing an invaluable set of experiences and options for managing land rights and disputes.* ”

JEFFREY SACHS
Special Advisor to United Nations Secretary General,
Director of the Earth Institute, Columbia University



“ *Natural resources need to be addressed systematically and effectively in peacebuilding efforts at all levels, from the UN Security Council to the dedicated people working in post-conflict countries.* ”

TARJA HALONEN
Former President of Finland



“ *If we are to build robust and peaceful societies, nothing is more important than creating and sustaining livelihoods.* ”

JAN EGELAND
Former UN Undersecretary-General for
Humanitarian Affairs and Emergency Relief Coordinator

PILLAR 2

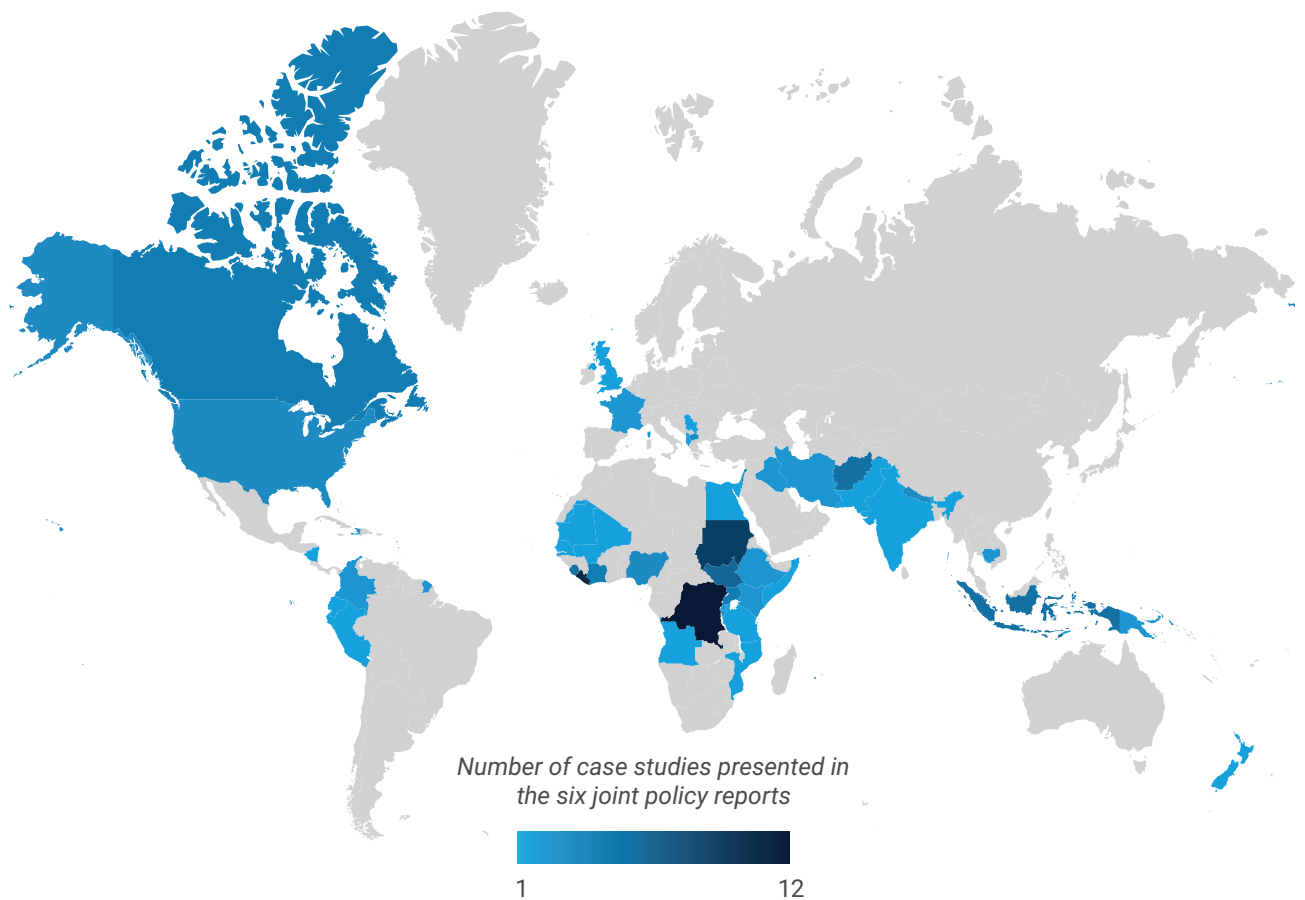
Strategic Advocacy and Joint Policy Analysis Within the UN System

ECP's second objective was to establish partnerships with key UN agencies to jointly analyze the evidence base and identify more effective response measures to address conflict risks and peacebuilding opportunities from natural resources. Key topics ranged from conflict prevention and mediation to international law, peacekeeping and peacebuilding. The gender dynamics of post-conflict natural resource management were also explored, as were the linkages between natural resources and the

disarmament, demobilization and reintegration of ex-combatants.

The joint policy reports born out of each partnership feature a combination of case studies, lessons learned and recommendations for improving policies, programmes and practices in the field. In each case, the underlying process was also used to conduct strategic advocacy within the UN system, raise awareness, and generate the political momentum for action.

Range of case studies presented in the six joint policy reports across 50 countries



Peacebuilding

Peacebuilding is one of the most important tasks of the United Nations. The UN Peacebuilding Commission (PBC) was established in 2005 with the objective of helping conflict-affected countries consolidate peace, including by addressing the root causes of conflict and providing a foundation for sustainable development. Natural resources play a prominent role in both of these areas.

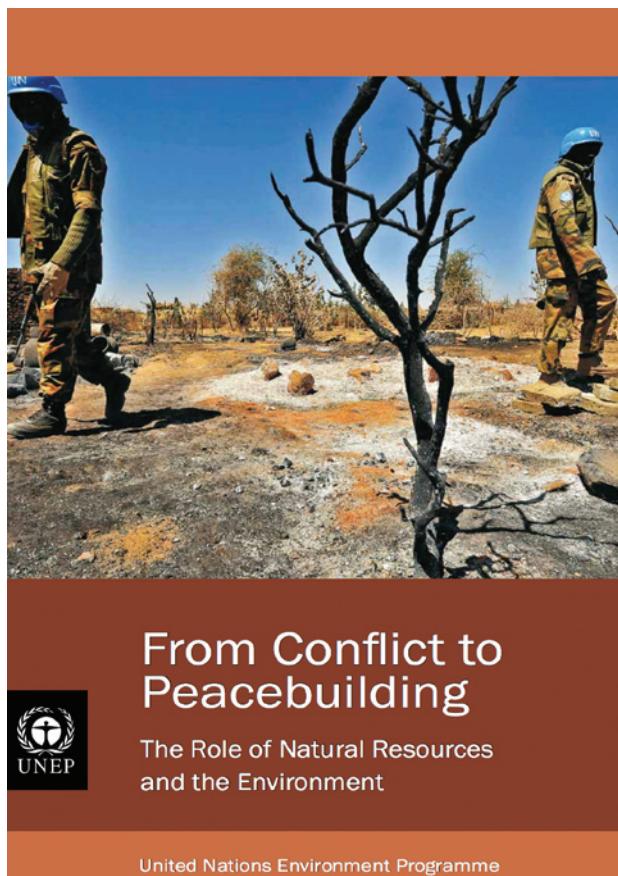
In order to support the PBC in its task, UNEP collected and analyzed field evidence on conflict risks and peacebuilding opportunities from a range of sources, including UNEP field assessments and 14 case studies. The work was synthesized in the flagship policy report “From Conflict to Peacebuilding: The Role of Natural Resources and the Environment” (2009).

KEY FINDINGS OF THE REPORT:

- From 1950 to 2010, at least 40% of all intrastate conflicts have had a link to natural resources, whether high-value extractive resources such as minerals, timber and oil, or scarce livelihood resources such as fertile land and water.
- Since 1990, some 18 violent conflicts have been at least partially financed by the exploitation of natural resources.
- Conflicts associated with natural resources are more likely to relapse into conflict in the first five years after a peace agreement has been signed.
- Natural resources also represent important opportunities for peacebuilding, ranging from immediate revenues, jobs and livelihoods, to platforms for dialogue and confidence building.

IMPACT:

These findings were considered by the Peacebuilding Commission at a dedicated working group on lessons learned. The session proved to be controversial as four countries voiced their objection to linking natural resources and peacebuilding. However, a number of countries that had directly experienced civil war came forward in a collective manner to share their experiences. They confirmed in an unequivocal way that



natural resources were essential to consider in peacebuilding, both in terms of resolving historical conflicts over land, water and extractive resources, but also in terms of sharing benefits from their development and preventing further grievances.

Since this meeting, different member states have noted that the report and UNEP’s work on these issues has helped to “open the political space” for countries to discuss sensitive peace and security issues linked to land and natural resources that were once considered “no go” areas.

The publication of this flagship report in 2009 unquestionably led to a greater recognition of the complex linkages between natural resources and conflicts, as well as their positive role in supporting peacebuilding processes. One of the factors contributing to the exceptional staying power of the report lies in its unique method of addressing why the peace and security community should analyze natural resources and respond to the spectrum of risks and opportunities - a question that remains relevant today for both interagency processes as well as intergovernmental constituencies.

“From Conflict to Peacebuilding” has been widely cited across a range of UN publications as well as in academic literature. Most importantly, the successive reports by the Secretary-General on Peacebuilding in the Immediate Aftermath of Conflict in 2009, 2010, 2012 and 2014 have given an increasing level of attention to natural resources in peacebuilding. The tipping point came in the 2010 report, when the Secretary-General called on member states and the

UNEP be established to develop a strategy and related tools on natural resource risks and opportunities in fragile states, in line with many of the recommendations of the 2009 policy report.

Most recently, and illustrating the long-term relevance of the report, the UNEP report was referenced by the Advisory Group of Experts in their report “The Challenge of Sustaining Peace” to the Security Council in

“ I call on Member States and the United Nations system to make questions of natural resource allocation, ownership and access an integral part of peacebuilding strategies. ”

Report of the Secretary-General on Peacebuilding in the Immediate Aftermath of Conflict, July 2010

United Nations system “to make questions of natural resource allocation, ownership and access an integral part of peacebuilding strategies.”

This provided an important political justification for UNEP to continue its work in this area, and to establish additional initiatives such as the EU-UN Partnership on Land, Natural Resources and Conflict Prevention (covered on page 26). In a historic move, UNEP’s Executive Director was also invited to address the UN Security Council in the debate on climate change and international security in June 2011, where different aspects of the report were addressed, in particular the potential for increased conflict from resource scarcity and variability due to climate change.

In November 2012, the g7+ group of 20 conflict-affected states formally recognized addressing natural resources as a major factor in achieving stabilization and resilience. They noted the need to improve their own governance of natural resources and related revenues, but also highlighted the role played by the international community in combating illegal resource exploitation. Following this declaration, the secretariat of the g7+ requested that formal partnership with

June 2015, urging governments to commit to different transparency and governance initiatives linked to natural resources. This expert report is another critically important political milestone in recognizing the need to address natural resource governance in peace consolidation and statebuilding.

Building on the recommendations of the report, UNEP, PBSO and other partners have also assessed and addressed key natural resource challenges at the country level on a pilot basis. The main activities have taken place in Sierra Leone, Central African Republic, Sudan, Côte d’Ivoire, and Afghanistan. The details of this country-specific work is found in the overview of Pillar 3 in this report.

The work that the ECP programme has delivered on peacebuilding and natural resources has been vital in helping to create momentum for addressing key natural resource challenges within the political sphere and has generated in-country work on analysis and improved programming. This initial foundation can now be deepened and scaled up by the relevant parts of the UN system in support of member state requests and their specific needs for technical assistance.



International Law

A silent victim of violent conflict, the environment is often directly damaged by hostilities through the use of specific weapons, the targeting of industrial sites and infrastructure, or the use of “scorched earth” tactics and reliance on conflict resources.

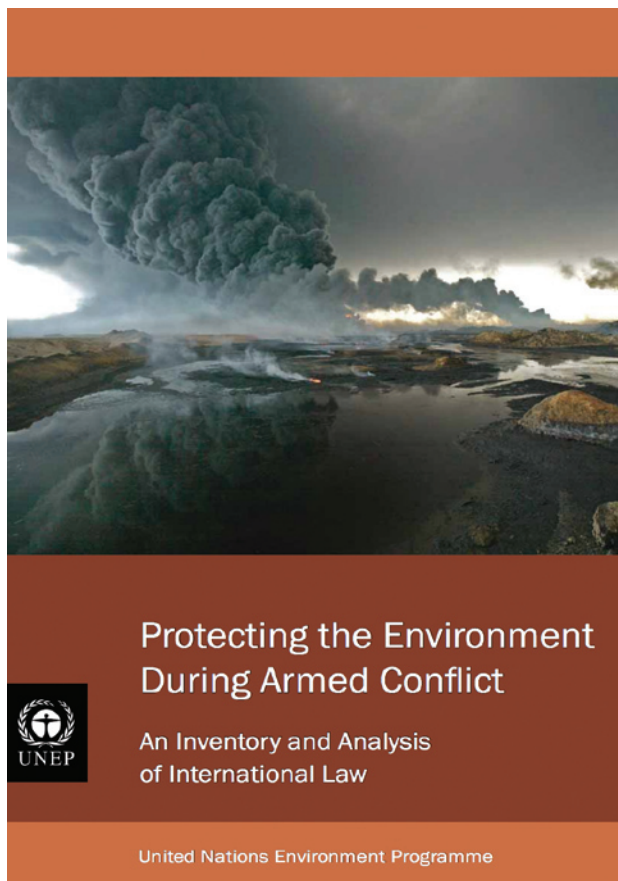
In addition, indirect impacts of conflict can cause significant environmental damage. These range from the survival strategies used by displaced people, to the breakdown of resource governance, and the unintended environmental consequences of humanitarian operations.

Given this broad range of impacts, UNEP, ELI and the International Committee of the Red Cross (ICRC) partnered to conduct an authoritative review of the legal protection given to the environment during armed conflict.

Senior legal experts and specialists met to review international law and precedent-setting legal cases across four bodies of law: humanitarian, criminal, human rights and environmental. The outcome led to the second flagship policy report of the ECP programme: “Protecting the Environment During Armed Conflict – An Inventory and Analysis of International Law” (2009).

KEY FINDINGS OF THE REPORT:

- While Articles 35 and 55 of Additional Protocol I to the 1949 Geneva Conventions prohibit “widespread, long-term and severe” damage to the environment, all three conditions must be proven for a violation to occur. In practice, this triple cumulative standard is nearly impossible to achieve.
- The majority of international legal provisions protecting the environment during armed conflict were designed for international armed conflicts and do not apply to internal armed conflicts.
- There are few international mechanisms to monitor infringements of international law or address compensation claims for environmental damage sustained during warfare.
- Unless otherwise stated, international environmental law continues to apply during armed conflicts and could be used as a basis for protection.



IMPACT:

In response to the recommendations of this report, the International Law Commission (ILC) formally adopted the topic into its long-term programme of work in 2011. A major political milestone was achieved when the ILC appointed Marie G. Jacobsson of Sweden as Special Rapporteur for the topic in 2013. She adopted a three-year work programme during 2014-2016, focusing on identifying and analysing legal provisions and potential gaps for protecting the environment before, during and after armed conflicts. The report also provided clear justification and recommended to the ICRC to update the Guidelines for Military Manuals and Instructions on the Protection of the Environment in Times of Armed Conflict from 1996. As a result, a revised version of the guidelines is under development by the ICRC, which is expected to be published in early 2016.

The ECP programme has been publicly credited for helping to provide the technical justification and for building the political interest needed to kick-start both processes. Both of these outcomes are important normative milestones in the conduct of military operations that minimize environmental impacts and related risks to human health, livelihoods and security.

Peacekeeping

UN Peacekeeping missions have the largest environmental footprint in the UN system and offer an important entry point for improved environmental management in the UN.

To address this, UNEP helped the UN Department of Peacekeeping Operations (DPKO) and the UN Department of Field Support (DFS) develop an Environmental Policy for UN field missions in 2009 with minimum standards for environmental performance, including on energy and water consumption, as well as waste production.

In 2012, three years after the adoption of the policy, UNEP, DPKO, DFS and the Swedish Defense Research Agency (FOI) partnered to assess the overall level of policy implementation by interviewing ten different peacekeeping missions about the practices adopted and the main challenges. They also reviewed how peacekeeping operations could help prevent natural resources from contributing to instability and conflict relapse.

The joint findings were published in the third flagship ECP report “Greening the Blue Helmets: Environment, Natural Resources and UN Peacekeeping Operations” (2012).

KEY FINDINGS OF THE REPORT:

- Peacekeeping operations account for over 56% of the UN system’s total climate footprint as demonstrated by the greenhouse gas emissions inventory undertaken by DFS in 2008. The nearly 120,000 peacekeepers serving across 16 missions produce over 180 tonnes of solid waste and consume 10 million liters of water on a daily basis.
- By adopting energy efficient practices and technologies, 15-32% energy savings could be achieved, representing USD 50-100 million in fuel costs alone per year. This is an important consideration in reducing troop exposure to fuel convoy attacks.
- Water consumption could be reduced by up to 42% from low-tech measures and waste could be reduced by up to 88%.
- A total of 25% of missions have been deployed to countries where conflicts have clear links to natural resources. Seven missions have been given a direct mandate to address natural resources.



IMPACT:

The report has raised awareness on the topic and catalyzed a UNEP, DPKO and DFS partnership to implement the recommendations in different peacekeeping missions. Pilot assessments activities have taken place in Somalia, South Sudan, DR Congo, Central African Republic and Mali (see Pillar 3). An e-learning programme on natural resources and the environment for peacekeepers was developed and launched by ECP and UNITAR in 2013 (www.unitar.org/ptp/gbh).

The influence of ECP’s work in this sector is also demonstrated through the recent report in June 2015 by the High-level Independent Panel assessing the relevance and effectiveness of UN peace operations. The panel recognizes the increased need to minimize environmental impacts of peacekeeping operations, and the importance of implementing the Environmental Policy for UN field missions. UNEP has been requested by the Secretary General to support peacekeeping on the policy review and improve planning of missions.

Following the report, in September 2015, Franz Baumann was appointed as Special Advisor on Environment and Peace Operations to assist DFS in developing the environmental portfolios of all UN field missions.

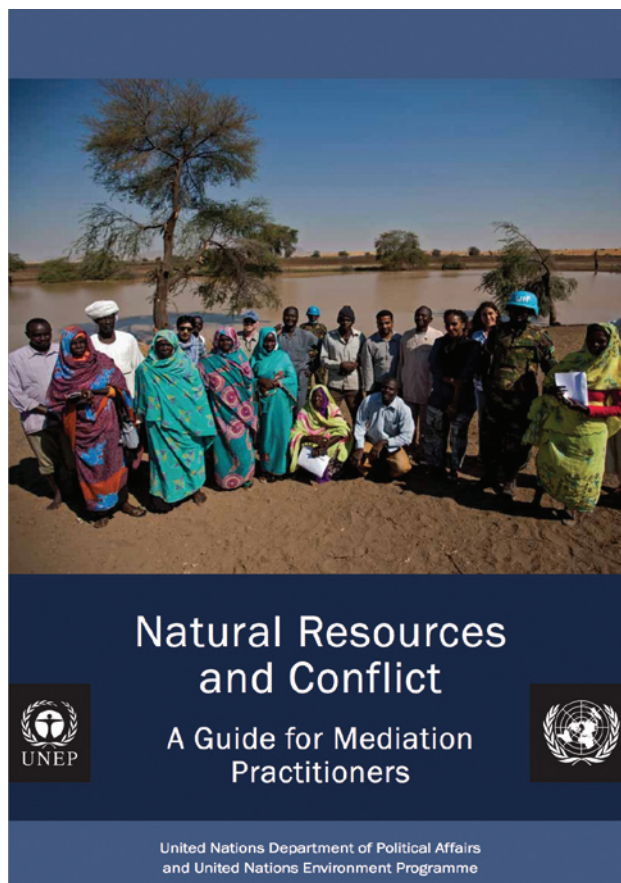
Mediation Support and Environmental Diplomacy

Natural resource conflicts vary in important ways between the different resource sectors, but certain characteristics set them apart from other types of conflict. Most resource disputes are technically complex and politically sensitive. As a result, technical agencies shy away, considering them to be too politically sensitive, while the political organizations steer clear due to the technical complexities involved. The result is inadequate attention to the prevention, mediation and resolution of natural resource conflicts by the international system.

In response to this dilemma, the UN Department of Political Affairs (DPA) and UNEP, together with Columbia University and the Center for Humanitarian Dialogue, consolidated decades of hands-on experience in mediating conflicts over extractive resources, land and water at local and international levels. A total of 40 mediation experts were involved, and 24 specific case studies were analyzed to produce the report “Natural Resources and Conflict: A Guide for Mediation Practitioners” (2015).

KEY FINDINGS FROM THE REPORT:

- While only about half of all peace agreements concluded between 1989 and 2004 contained direct provisions on natural resources, all major agreements since 2005 contained such provisions, reflecting an important trend.
- Resource conflicts are often more amenable to mediation than disputes driven by ideology or ethnicity. Finding consensus and building alliances over natural resources is often easier since natural resources shape economic incentives that transcend other divides.
- Economic benefits offered by high-value natural resources act as a powerful incentive to keep parties at the negotiating table of a peace process.
- Cooperation over natural resources can provide an initial entry point for dialogue and confidence building that can evolve into other areas.



IMPACT:

The UN Deputy Secretary-General Jan Eliasson authored the foreword, and launched the guide at a high-level event in New York.

UNEP and DPA have piloted training modules based on the guide with the Crisis Management Initiative in Helsinki and at the induction training of new UN Peace and Development Advisors in May 2015. The technical work on environmental diplomacy and mediation support shows how UNEP, as an “expert witness”, can generate impartial scientific information for all parties in a dispute.

In this regard, work has been conducted in Nigeria, Bougainville, the Sahel region and between Haiti and the Dominican Republic. A roster of senior environmental diplomats has also been established, including Erik Solheim, current chair of the OECD Donor Assistance Commission, Pekka Haavisto, Former Finnish Minister for Environment and Development and Philippe Roch, former State Secretary, Swiss Agency for the Environment, Forests and Landscape.

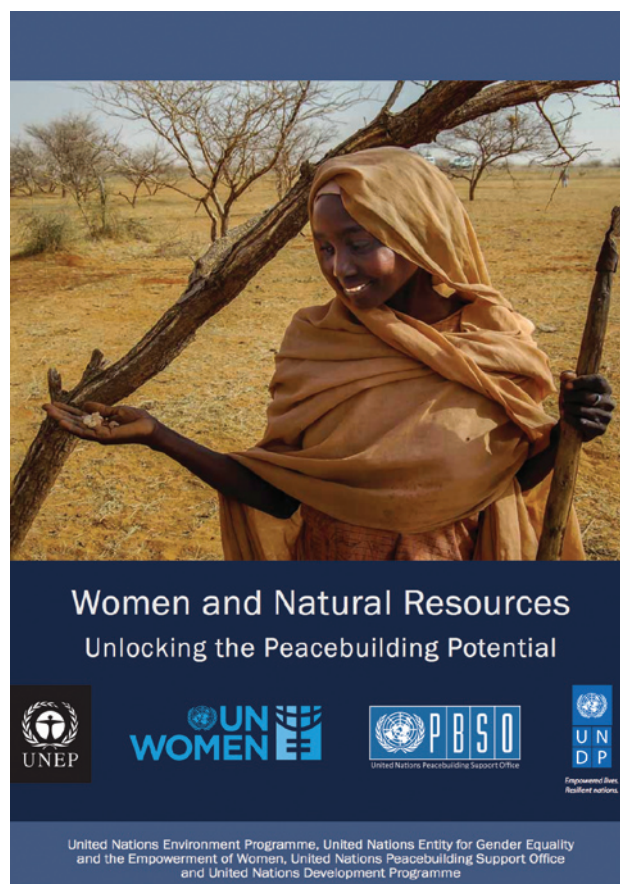
Women, Natural Resources and Peace

In 2000, Security Council Resolution 1325 on women, peace and security recognized the vital roles and contributions of women in building peace. Several resolutions have since elaborated on this theme, including Resolution 2122 (2013), which recognizes that the economic empowerment of women greatly contributes to the stabilization of societies emerging from armed conflict. However, the peacebuilding opportunities provided by the ways in which women in conflict-affected countries use, manage, make decisions on, and benefit from natural resources remained largely unexplored.

To address this critical nexus, UNEP, UN Women, UNDP and PBSO joined forces in 2011. The partners conducted interviews with 45 experts and field practitioners, and reviewed over 200 academic journal articles, reports, books and other reference materials. An extensive peer review process was also conducted, involving more than 20 leading experts. The findings from this joint analysis led to the publication of ECP's next flagship report: "Women and Natural Resources: Unlocking the Peacebuilding Potential" (2013).

KEY FINDINGS OF THE REPORT:

- Only 9% of landholders in conflict and post-conflict countries are women, compared to 19% globally. In Uganda, where women are responsible for growing 80% of all food crops, only 7% of women actually own land.
- In countries where women lack land ownership rights or access to credit, children are 60-85% more likely to suffer from malnourishment.
- Women represent 43% of the agricultural labor force in developing countries, and over half of all agricultural laborers in sub-Saharan Africa. Yet only 5% of all resources for agricultural extension have been dedicated to African female farmers to date.
- Women play a significant role in the artisanal mining sector, representing 30% of all artisanal miners worldwide. The highest ratios are found in Africa, where in some cases up to 90% of artisanal miners are women (in parts of Sierra Leone).



- Women's economic recovery has generally not been prioritized: only 2% of aid to the economic and productive sectors (including agriculture) targeted gender equality as its principle objective in 2012-2013, and that number was even lower for fragile states.

IMPACT:

The report had a major impact in terms of improved understanding of the complex relationship between women and natural resources in conflict-affected settings, and made the case for pursuing gender equality, women's empowerment and sustainable natural resource management together in support of peacebuilding.

As a follow-up to this report, the four partners are working to pilot test the recommendations in the field in order to develop operational guidance and good practice. The work of UNEP in this area has provided technical evidence, analysis and frameworks to enable peacebuilding actors to develop strategies for empowering women through the sustainable management of natural resources in the context of peacebuilding.

Reintegration of Ex-combatants Using Natural Resources

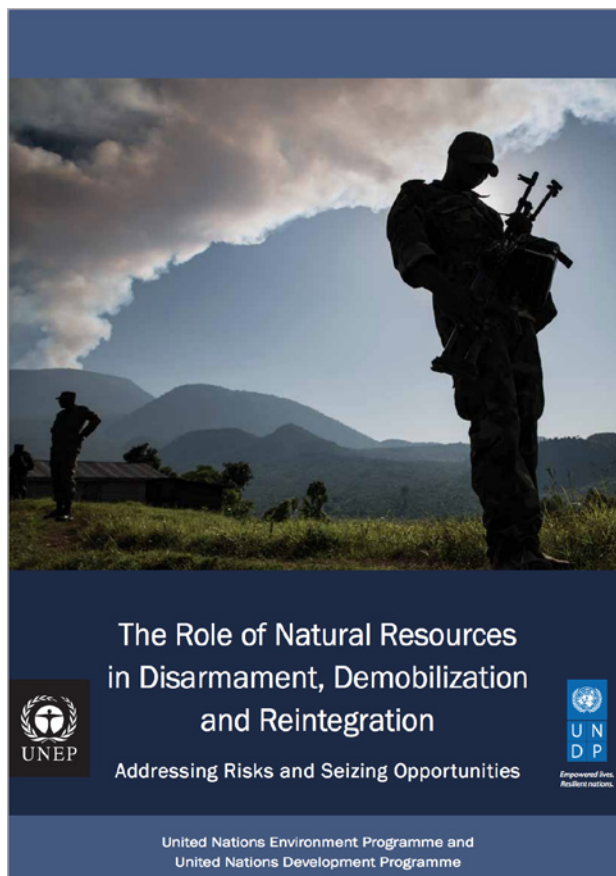
Ex-combatants need social and economic incentives to permanently lay down their weapons. The demobilization and reintegration of ex-combatants is often the single most important requirement in the successful implementation of a peace agreement.

UNEP and UNDP investigated how different natural resource sectors can be an important catalyst in the immediate aftermath of conflict for generating jobs for ex-combatants and returnees, as well as opportunities for longer-term livelihoods.

The resulting joint report was entitled “The Role of Natural Resources in Disarmament, Demobilization and Reintegration – Addressing Risks and Seizing Opportunities” (2013). The report presented findings of field interviews conducted with a broad range of stakeholders, as well as a thorough desk review of relevant publications, and an analysis of 13 case studies.

KEY FINDINGS OF THE REPORT:

- Disputes over land and natural resources contribute to grievances that motivate individuals to join armed groups.
- The ways in which armed groups use natural resources to sustain conflict is highly dependent on the context of the conflict itself, as well as the value of such resources for looting and illegal trading.
- 50-80% of ex-combatants return to agriculture, requiring access to land to develop a new livelihood. Other livelihood opportunities include renewable energy, mining and extractive industries.
- Applying a gender-responsive approach is important, especially concerning issues of land management and ownership. Improving access to natural resources can also reduce the risk of gender-based violence and prevent further marginalization of women.



IMPACT:

The report greatly contributed to the inter-agency process in which UNEP took the lead responsibility in drawing up a new module (6.30) and operational guidance featured in the Integrated Disarmament, Demobilisation and Reintegration (DDR) Standards (www.unddr.org/iddrs-framework.aspx). Providing necessary information on the links between DDR and natural resources to DDR managers, the module and guidance were formally adopted by the UN Inter-Agency Working Group on DDR.

The report has also been used as the basis for developing modules on land and natural resources for international DDR training programmes, including by the Folke Bernadotte Academy in Sweden. UNDP also initiated pilot projects to field test the guide in both Afghanistan and South Sudan. The work of UNEP has paved the way for DDR programmes to be standardized, taught and implemented with a sensibility for natural resources globally, regionally and nationally.

Conflict Prevention

Impressed by UNEP’s expertise and track record, the European Commission was eager to see the UN deliver a coordinated response regarding natural resource aspects of conflict prevention – a challenge as this cuts across the various mandates of UN agencies. Together with other UN entities, UNEP helped to design the contours of a Global Partnership on Land, Natural Resources and Conflict Prevention between the EU and UN (www.un.org/en/land-natural-resources-conflict/).

The Global Partnership is an international platform that offers assistance to countries to prevent and resolve resource conflicts in a multi-disciplinary and holistic way. With an international secretariat based in New York, the partnership consists of seven UN agencies (UNEP, UNDP, HABITAT, DPA, PBSO, DESA and IOM) and the European Union. It aims to combine and deploy the economic, social, political and environmental expertise of the partner agencies into joint assessments and integrated field programs that can tackle complex resource disputes. The partnership has been funded by the EU’s Instrument contributing to Stability and Peace.

IMPACT:

The Partnership began by identifying good practices and developing a series of six guidance notes and online training modules on conflict prevention linked to land, extractive industries and renewable resources. These guidance notes present 45 country case studies on natural resources and conflict prevention strategies. The Partnership has worked to apply these lessons at the field level on a pilot basis in Afghanistan and the Great Lakes region.

To institutionalize the lessons learned and good practices identified by the EU-UN Partnership on Land, Natural Resources and Conflict Prevention, UNEP brokered the adoption of a UN-wide guidance note on Natural Resource Management in Transition Settings. The note was supported by 38 UN agencies, funds and programmes. It was formally endorsed by the principals of the UN Development Group (UNDG) and the Executive Committee on Humanitarian Affairs (ECHA). The adoption of this document is an important milestone for the UN system in terms of highlighting

Multiple reports and case studies supported the UN-wide guidance note on Natural Resource Management in Transition Settings



risks and opportunities from natural resources in conflict prevention and peace consolidation.

The second important policy achievement by the EU-UN Partnership on Land, Natural Resources and Conflict Prevention has been technical cooperation with the World Bank on conflict prevention in the extractive industries value chain (EIVC). In particular, the partners worked to identify common conflict drivers across the value chain, as well as approaches for conflict prevention (see Figure 3). Lessons from four countries were included within the work: Chile, Zambia, DR Congo and Peru.

While there are many risks to mitigate along the value chain, one of the key conclusions is that minimizing environmental damage and preventing local health problems linked to extractive activities are key conditions for companies to maintain their social license to operate. Failing to protect the health of local populations, their livelihoods and the environment can lead to a spectrum of different social impacts. This finding has informed UNEP’s decision to increase the amount of technical work it conducts within the extractive industries, with a focus on environmental safeguards and compliance monitoring.

Figure 3. Potential conflict triggers along the Extractive Industries Value Chain of the World Bank



- 1
 - Lack of consultation with local community or inclusion of local concerns within the contract
 - Local content issues
 - Land disputes
 - Lack of transparency
- 2
 - Environmental risks and disasters
 - Lack of grievance mechanism/compensation
 - Tensions with security forces
- 3
 - Inadequate tax collection
 - Skimming, corruption, lack of monitoring
 - Mismatch of policies to local realities
 - Lack of transparency

- 4
 - Lack of tangible benefits or inclusive wealth sharing schemes
 - Corruption/lack of transparency
 - Lack of government capacity to use revenue for delivering public services
- 5
 - Lack of planning for economic sustainability
 - Lack of economic diversification
 - Mismatch between government and public priorities

PILLAR 3

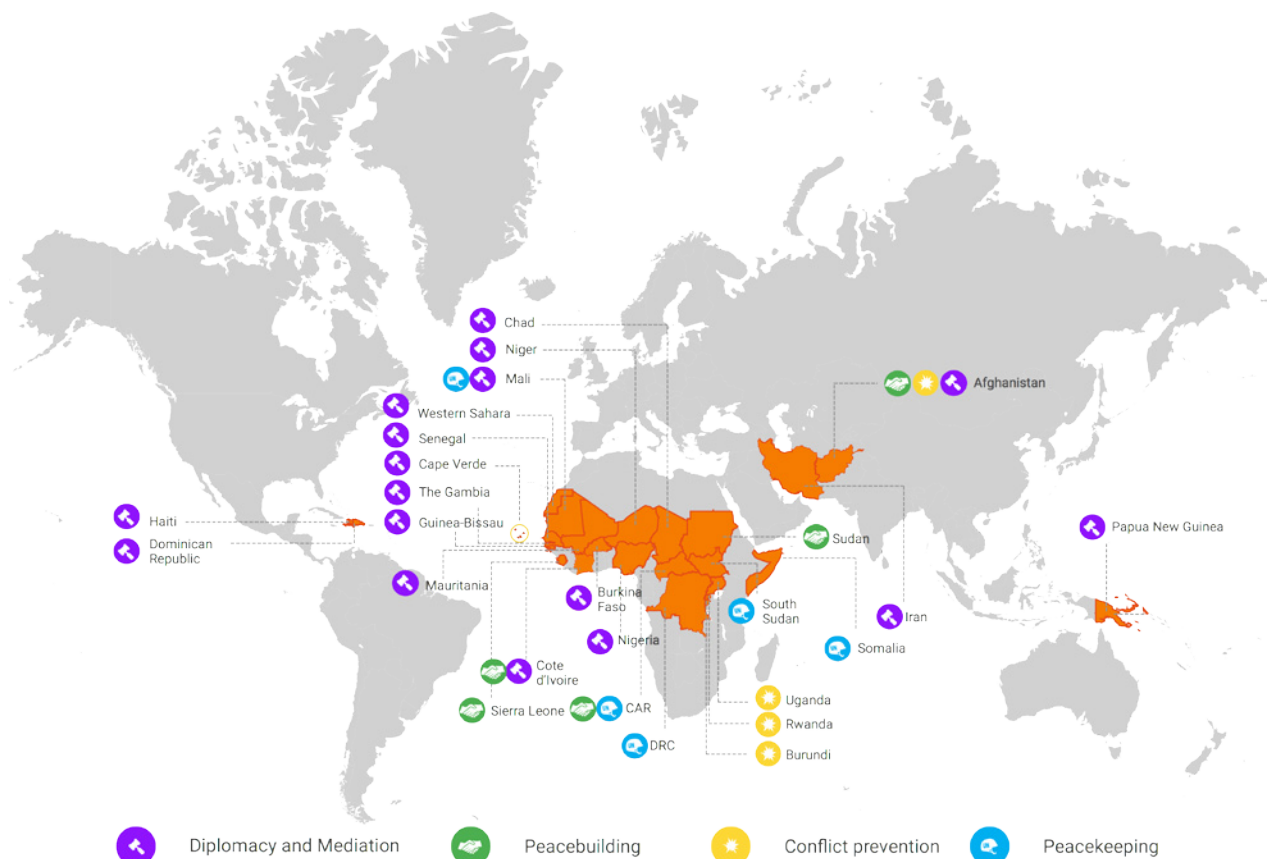
Catalyzing Uptake of Good Practices and Pilot Projects in the Field

The third main objective of ECP was to help catalyze the use and uptake of lessons learned and good practices on natural resources, conflict and peacebuilding in the field by the UN system, member states and other stakeholders. This involved offering technical assessments and impartial expertise on a “rapid response” basis to UN partners and national stakeholders, as well as developing pilot projects and joint programmes aiming to tackle specific resource-driven conflicts. Short term technical assistance was provided on a flexible and demand-driven basis based on requests from UN Country Teams and national governments.

The field support delivered by ECP was divided into three main areas. First, analyzing

and advising on the conflict risks and peacebuilding potential of different resource sectors in the Afghanistan, the Central African Republic, Sierra Leone, Côte d’Ivoire and the Great Lakes region. Second, providing impartial technical assessments and environmental diplomacy support to the mediation and resolution of natural resource conflicts in Western Sahara, Haiti and the Dominican Republic, Bougainville, Nigeria and the Sahel region. Finally, helping UN peacekeeping missions manage their environmental impact in DR Congo, Mali, South Sudan and Central African Republic as well as tackle illicit trade of natural resources in DR Congo and Somalia. The following sections highlight the flagship field operations where results can be clearly identified.

Impartial technical expertise provided to stakeholders in the field across 26 countries



Afghanistan: Harnessing the Peacebuilding Potential of Natural Resource Sectors

Afghanistan's natural resources are critical for a peaceful and prosperous future. An estimated 70-80% of Afghans rely on agriculture and animal husbandry for their daily survival and the commercial potential of Afghanistan's mineral wealth is considerable. Speculative estimates of over one trillion USD in reserves

govern land, water, forests, minerals, hydrocarbons—interact with violent conflict in Afghanistan. The report “Natural Resource Management and Peacebuilding in Afghanistan” (2013) recommends how the government and the international community can maximize conflict prevention and peacebuilding opportunities through better management of natural assets.

As a follow-up, UNEP provided technical assistance to integrate key risks and opportunities linked to natural resources into UN planning processes and capacity building programmes as well as outreach and advocacy with a number of key development partners.

Following the election of the President Ashraf Ghani in 2014, the government identified the responsible and sustainable development of the mining sector as a top priority. Key problems are corruption, serious insecurity, risks to

cultural heritage, mismanagement of resettlement operations, local protests and contract violations. The two largest projects, the Aynak copper mine and the Hajigak iron ore deposits, continue to prove challenging to the government and the private sector.

UNEP is developing a response package for the Minister of Mines and Petroleum to identify and support technical areas of engagement between UNEP, UNDP and the national government key line ministries, such as the National Environmental Protection Agency (NEPA) and Ministry of Mines and Petroleum (MoMP). The key themes are capacity building for government planners on sustainability, as well as technical and transparency related skills to manage minerals and petroleum for maximum national benefits, without compromising the environment.



Central Highlands, Afghanistan

would imply a transformative impact on the country's development trajectory, as harnessing these assets could create jobs, fund basic government services and stimulate further economic growth.

Natural resources are a major source of conflict in Afghanistan and the wider region, with division of water at local and transboundary levels, land ownership disputes, regional drugs trade, and smuggling of high value timber. Recent investments in mineral and hydrocarbon extraction, if not managed carefully, could generate additional problems and instability.

Against this background, the ECP programme and the UNEP team in Afghanistan were requested to assess the ways in which natural resource management—the institutions, policies and practices that

Sierra Leone: Environmental Compliance in the Mining Sector

In 2010, Sierra Leone was at a unique juncture in the process of peace consolidation. The country had successfully stabilized, the Revolutionary United Front (RUF) had disbanded, and presidential elections were on the horizon.

While some natural resources had played a key role in financing the decade-long civil war, they also made a positive contribution to the peacebuilding process. In particular, the mining sector attracted multi-billion USD investments, and contributed to 25% of GDP growth in 2005. By 2009, more than one hundred mining companies were present, with a combination of exploration or exploitation licenses covering a staggering 82% of the territory.

To help the government and UN Country Team understand potential conflict risks and peace opportunities from natural resources moving forward, ECP deployed teams of experts to conduct an assessment and identify urgent policy priorities.

One of the key risks identified was the low capacity of the Environmental Protection Authority (EPA) to monitor the environmental impacts of major mining investments and to enforce compliance with national environmental laws. Indeed, in July 2010, the EPA was faced with a backlog of over 200 environmental impact assessments (EIAs) to review.

To help build the capacity of the EPA to carry out this core function, UNEP established a dedicated project within the UN Joint Vision for Sierra Leone. Working in collaboration with UNDP, FAO and DPA, a new position of “Environmental Affairs Officer” was established within the UN Country Team to implement the project. A “South-South” cooperation approach was adopted

with the Southern African Institute for Environmental Assessment (SAIEA), based in Windhoek, Namibia.

The work demonstrated how critical it is to build national capacity for environmental management, monitoring and enforcement in the context of large-scale mining investments. While effective capacity can take many years to build, it is an important prerequisite in terms of preventing environmental impacts that can take decades to play out, cost millions to clean up, and be highly destabilizing.

Overall, the project found that the EIA process itself can also be effectively used as an instrument for community



Sierra Rutile mine, Sierra Leone

2011 © Caroline Thomas/ UNEP

dialogue and trust building between stakeholders. Transparent and inclusive management of the natural resource sector from an early stage can help to build confidence in the wider political process of peace consolidation.

After two years of successful capacity building investments by UNEP, the work continues as part of UNDP’s Sierra Leone country programme.

CAR: Natural Resources as Peace Spoilers

The Central African Republic (CAR), one of the poorest countries in the world, is highly dependent on natural resources, most notably timber, diamonds and arable land. Coupled with poor governance, insecurity, high inequality and a sense of marginalization of specific regions, the root causes of conflict lie deep in economic and social structures.

In 2008-2009, ECP worked with the Peacebuilding Commission Support Office (PBSO) and the government to assess conflict risks and peacebuilding opportunities from natural resources. This work fed into the Strategic Framework for Peacebuilding during 2009-2011.

The report focused on the need to reform the country's security sector and ensure that resource management offers livelihood and employment opportunities, in particular for ex-combatants. The resource governance

Within the assessment process, UNEP also highlighted the urgent need to secure and demilitarize resource rich areas and establish transparent systems for revenue management to avoid any potential contribution to future conflict financing.

However, before such measures could be implemented, the country relapsed into conflict in 2012 supported in part by financing from natural resources, in particular by illicit exploitation of diamonds and wildlife.

A ceasefire between the Seleka rebels and "anti-balaka" militias was agreed in 2014, paving the way for the deployment of a UN peacekeeping mission (MINUSCA).

The peacekeeping mission requested ECP to advise on how it could comply with the 2009 Environmental Policy (discussed in Pillar 2 of this report), given the limited supply of goods and services, technical capacity, and environmental infrastructure in the country.

The assessment found that MINUSCA could become the single largest energy consumer in the CAR, potentially competing with local populations on energy access, thereby creating local tensions. UNEP recommended a range of energy efficiency measures to reduce overall demand, as well as a series of investments to improve the management of liquid and hazardous waste.

ECP remains committed to conducting further work in CAR, in particular on resource governance upon request. In April 2015, the Security Council mandated MINUSCA through resolution 2217 to support the CAR authorities to develop a

nationally owned strategy to tackle the illicit exploitation and trafficking networks of natural resources which continue to fund and supply armed groups.



Transporting tropical timber logs, the Central African Republic

framework, including land tenure, taxation, revenue and benefit sharing mechanisms and dispute resolution bodies, also requires widescale reform.

DR Congo: Helping the Peacekeeping Mission to Assess the Extent of Environmental Crime and Threat Financing

The UN peacekeeping mission in DR Congo (MONUSCO) is the UN's largest. It faces a range of operational and security challenges in fulfilling its mandate, including threat financing from natural resources and environmental crime.

In late 2014, the Special Representative of the Secretary General (SRSG) Martin Kobler, requested UNEP to conduct an analysis of the illegal exploitation and trade in natural resources benefitting both armed groups as well as organized criminal groups. The analysis would inform SRSG Kobler's report to the UN Security Council debate in March 2015. The ECP programme supported the analysis and partnered with the Norwegian Center for Global Analysis in conducting the work.

The groundbreaking study released in February 2015 found that MONUSCO is no longer dealing with a political insurgency but mainly facing criminal groups involved in well organised large scale smuggling and laundering operations. The networks of these criminal groups are well embedded in the DR Congo and neighbouring countries. The report found that the market value of illegal natural resource exploitation and environmental crime in eastern DRC is valued at over USD 1.25 billion per year.

Rebel groups retain only around 2% – equivalent to USD 13.2 million per annum – of the net profits from illegal exploitation. An astonishing 98% of the annual net profits are estimated to fund transnational organized criminal networks. This is estimated to range between 105 and 301 million, with gold, timber and charcoal providing the most significant funding streams followed by diamonds, wildlife and 3T minerals (tantalum, tin and tungsten).

The revenue from illegal natural resource exploitation is distributed amongst an artificially high number of over 25 rebel groups that continuously destabilize eastern DR Congo. This is most likely a deliberate strategy by the transnational criminal networks to prevent any single armed group from achieving a dominant role and potentially interfering with their illegal exploitation rackets.

The report recommended that MONUSCO modify its approach to stabilizing eastern DR Congo by tackling environmental crime as one of the key conflict drivers, with an expanded focus to include criminal networks.



Artisanal mining, DR Congo

Many of the findings and underlying research conducted for the report helped shape the renewal of the MONUSCO mandate in the Security Council Resolution 2211 of March 2015.

UNEP stands ready to conduct further technical work in DR Congo and the broader Great Lakes region on illegal resource trafficking and environmental crime.

Mali: Helping to Protect Fragile Environments During Peace Operations

The Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), authorized in 2013, was the first peacekeeping mission to receive a formal mandate from the UN Security Council to manage the potential environmental impact of its operations.

As a direct follow-up, UNEP provided technical expertise to MINUSMA in June 2013 on a range of topics, including environmental assessment, environmental management, camp design, waste management, water use and energy generation.

UNEP's recommendations were in line with the DPKO/DFS Environmental Policy whose provisions were integrated into an environmental action plan by a full-time Environmental Officer, appointed by MINUSMA at an early stage of

the mission. MINUSMA now has an Environment and Culture Unit of six people. Actions to mitigate priority environmental risks are underway, and UNEP stands ready to provide further assistance as needed.



UN peacekeepers, Mali

Somalia: Supporting Sanctions Against the Charcoal Trade

In 2012, the security situation in Somalia continued to face a range of challenges, including from the militant group Al-Shabaab. It was estimated that every year the sale of charcoal provided USD 15 million to finance their operations.

In response to charcoal being used as a conflict resource, the UN Security Council banned export and import of charcoal from Somalia. In 2013, the UN

sanctions committee requested UNEP to advise on best alternatives to deal with confiscated charcoal stocks by member states.

UNEP provided options for the utilization or destruction of Somali charcoal, taking into consideration cost and environmental implications. These recommendations were further translated by the Security Council into a formal guidance note for countries.

Ogoniland, Nigeria: Application of Environmental Diplomacy in Practice

The extensive oil contamination in the Niger Delta is one of the principal drivers of ongoing social unrest and violence. The severe environmental damage threatens human health and has destroyed many livelihoods across the delta region.

Amid widespread protests and conflict in the Ogoniland area, Shell Petroleum Development Corporation lost its social license to operate, and was forced to abandon its operation in 1993, leaving equipment worth billions of USD stranded, and losing billions more in revenue.

When the government started a reconciliation process between the local communities and Shell, UNEP was requested to provide technical support using a variety of environmental diplomacy tools and techniques.

The work began with an independent technical assessment of the oil contamination in Ogoniland in order to provide a common and impartial information base to all parties. The assessment, released in 2011, was the largest and most technically complex ever conducted by UNEP. Over a 14-month period of active field work, the UNEP team examined more than 200 locations, surveyed 122 kilometers of pipeline rights of way, reviewed more than 5,000 medical records and engaged over 23,000 people at local community meetings.

The assessment process itself was an excellent example of environmental diplomacy in practice using all of the lessons learned from the ECP evidence base and policy reports. Not only did it have a strict technical focus building on UNEP's neutrality, but the very data collection and sampling process was used to engage stakeholders and build confidence in the overall reconciliation effort. The outcome of the assess-

ment was indispensable in helping to advance the dialogue between stakeholders on an appropriate clean-up programme in the area.

Since 2014, a number of meetings have been held between UNEP, Shell and the government to move the clean-up negotiations forward. High-level environmental diplomacy support has been provided by Eric Solheim, the former Norwegian Minister for Development Cooperation and current chair of the OECD Development Assistance Committee.



Oil spill in Ogoniland, Nigeria

The process reached a critical political milestone following the election of President Buhari in April 2015. One of the President's key commitments during his first 100 days in office was to initiate the clean-up of oil contaminated sites across Nigeria and to implement the recommendations of the UNEP report. Negotiating parties have agreed on a one billion USD roadmap for the clean-up programme, and are currently discussing the immediate next steps, including a technical role for UNEP.

Haiti and the Dominican Republic: Assessing Options for Cross-Border Environmental Cooperation

The degraded environment and increasing natural resource depletion along the border zone of Haiti and the Dominican Republic have been fueling tensions between the two countries. During 2012-2013, ECP and the UNEP team in Haiti worked with both governments, exploring challenges and opportunities for cooperation.

The final report “Haiti-Dominican Republic: Environmental Challenges in the Border Zone” (2013) highlighted a range of challenges. In particular, the high level of illegal extraction and trade of natural resources between the two countries, ranging from charcoal and firewood to agricultural and marine resources, needed to be stopped. Widespread environmental degradation from deforestation in Haiti was creating significant vulnerability to natural disasters for both countries.



Border zone between Haiti and the Dominican Republic, illustrating the striking contrast in forest cover

The recommendations in the report were supported by both governments and it became an important technical foundation for a new bi-national peace and development programme, developed by the UN Country Teams in both countries. This was a major accomplishment and innovation that stands to be replicated.

Sahel Region: Assessing Security Risks from Climate Change

In 2008, Jan Egeland, the UN Special Envoy for Climate Change, dubbed the Sahel region as “ground zero” for climate change due to its extreme climatic conditions and highly vulnerable population.

In 2009, ECP partnered with IOM, OCHA, UNU, and CILSS to investigate the implications of climate change for livelihoods, conflict and migration across the Sahel region. The resulting report “Livelihood Security: Climate Change, Migration and Conflict in the Sahel” (2011) identifies 19 hotspots where climatic changes have been most severe over the past 20 years. It concludes that climate change effects on resource availability have already led to migration, and increased competition over scarce resources in some of the hotspots.

The report recommends regional cooperation as an important measure for diffusing tensions, managing the risks, and curtailing the possibility of conflicts, especially given the highly mobile pastoral groups that frequently move across borders.

The study has had an important impact on development and security planning for the region. Many of the recommendations were included within the UN’s Regional Integrated Strategy for the Sahel adopted in 2014.

The work of UNEP and its partners in the region has also contributed to the development of an assessment methodology for analyzing the interplay of climate, migration and conflict at national, regional and sub-national levels. This methodology will be refined and strengthened through further pilot application in 2016 and beyond.

Lessons Learned

As the policy analysis and evidence base generated by ECP is taken forward, the key observations and lessons learned deserve to be emphasized in the design of new policies, programmes and partnerships. These lessons are also particularly relevant to inform the implementation of SDG 16 on peaceful societies, access to justice and inclusive institutions.

The lessons can be divided into four main areas: (i) the role of natural resources as potential conflict drivers; (ii) impacts of armed conflict on natural resources and their governance; (iii) the role of natural resources in consolidating and sustaining peace; and (iv) on establishing a UN-wide approach to addressing natural resources across the peace and security continuum.

1. LESSONS ON THE ROLE OF NATURAL RESOURCES AS CONFLICT DRIVERS

1.1. Social conflicts over natural resources are expected and resolving them peacefully requires effective institutions and good governance

Social conflicts over the ownership, access and use of natural resources are frequent and can be a positive catalyst for change and development when managed well and channeled into innovative and sustainable responses. However, such conflicts can become problematic when mechanisms for managing and resolving them break down and give way to violence. Weak institutions, fragile political systems and divisive social relations can be drawn into downward cycles of mistrust, marginalization, conflict and aggression. Preventing this negative spiral and ensuring the peaceful resolution of resource disputes is in the core interest of nations, and the international community.

Resource governance frameworks and corresponding institutional structures that have consistently demonstrated the ability to manage and resolve resource conflicts typically share a number of features: (i) recognition of participatory rights in decision-making and access to information about natural resources; (ii) equitable sharing of resource revenues and benefits between stakeholders; (iii) mechanisms for transparency and accountability in managing resource-related revenues, investments, benefits and impacts; and (iv) legitimate processes for sharing authoritative

information, enforcing rights, accessing justice and resolving disputes. It is equally important to recognize that such institutions often span the continuum between formal (statutory) and informal (customary).

1.2. Tensions and grievances over natural resources are rarely, if ever, the sole cause of violent conflict

The drivers of violence are most often multi-dimensional, including a range of social, political, and economic grievances as well as opportunistic motivations. Resource conflicts can be an important driver, but are rarely, if ever, the sole source of violent conflict. What determines whether a resource conflict escalates to the point of violence is more related to: (i) how they become politicized, instrumentalized and connected to other political movements; (ii) the degree to which the prevailing political economy and supporting institutions are based on patronage systems, social marginalization and exclusion (geographic, ethnic, religious or other factors); (iii) the perceived legitimacy of the state and ability to protect and extend its authority across national sovereign territory; (iv) respect for the rule of law and degree of impunity for violations of domestic laws and human rights; and (v) the prevailing security situation, including history of violence and access to arms. Therefore, technical responses are part of the solution but they need to be connected to a broader political response which aims to help states build and communicate a social contract with their citizens.

1.3. Each natural resource has a distinct set of characteristics that can drive conflicts in different ways

Different types of natural resources generate unique kinds of conflict between stakeholders, often at different spatial and political scales. Typically, the potential for a natural resource to generate risks and vulnerabilities that drive conflict depends on the magnitude and distribution of revenues and benefits they generate, the number of livelihoods they directly support, or the scale of negative impacts they cause. Natural resources can also play different roles in the onset and escalation of violent conflict, with the potential to act as a trigger of conflict, as a means of conflict financing, and as an incentive to prolong conflict and spoil peace.

1.4. Conflict sensitivity and gender sensitivity in the development of natural resources are vital

Well-intentioned decisions and projects in different natural resource sectors can generate grievances and tensions if improperly planned and implemented. In particular, misdirected policies and projects can restrict peoples' access to key livelihood resources, inequitably distribute resource benefits, create or reinforce power asymmetries, or introduce additional burdens or risks on a given population or gender. It is essential for development partners and companies to understand how their activities linked to natural resources interact with the local conflict and gender context, especially in situations of fragility. This approach should focus on potential conflict risks and peacebuilding opportunities from policies and projects, as well as the potential impact they could have on women's involvement in natural resource management. External actors should also constantly assess how their interventions are interacting with and influencing local peace, conflict and gender dynamics throughout implementation.

1.5. Violations of economic, social and cultural rights that are underpinned by natural resources are often early warning indicators of pending civil unrest and violence

With increasing competition over natural resources, water, land and other means to support an adequate standard of living, denial of related rights are becoming increasingly linked with violence and social unrest. There is increasing evidence that violations of economic, social and cultural rights are causes, consequences and often predictors of civil unrest and conflict. Underlying high rates of poverty, food insecurity and unemployment coupled with reduced access to fertile land or fresh water, or severe degradation of natural environment can lead to grievances, tensions and conflict. Deepening social inequalities and marginalization are too often compounded by key asymmetries between stakeholders linked to power, capacity and access to information and institutions. This is especially the case between large commercial operators and local subsistence actors. However, human rights violations have yet to be mainstreamed into conflict early warning mechanisms and response strategies, partly due to difficulties in accessing reliable data and determining how to best assess human rights violations.

2. LESSONS ON THE IMPACTS OF ARMED CONFLICT ON NATURAL RESOURCES AND THEIR GOVERNANCE

2.1. Natural resources are a livelihood lifeline during violent conflicts when basic services of society break down

Natural resources frequently become an important economic lifeline for local populations and displaced people during violent conflicts. Coping strategies are often based on short time horizons and insecure access rights that lead to unsustainable practices. In many cases, conflict economies emerge, consisting of several distinct but intertwined segments: (i) the remains of the formal economy; (ii) an expanding informal economy; (iii) the international aid economy; and (iv) often an illicit criminal economy. The main challenge for peace consolidation is to understand how these strands provide support to different livelihoods, and how incentives can be used to promote a gradual return to regulated and sustainable resource use. In the majority of cases, it is the formal and aid economies that get most attention from donors and ministries, whereas many people are actually earning a post-conflict living from natural resources in the illicit and informal economies.

2.2. Armed conflicts damage natural resources, destroy resource governance arrangements, undermine social relationships and weaken resilience

Armed conflict damages natural resources and the environment in a combination of direct and indirect ways. One of the most significant long term impacts is that violent conflicts undermine resource governance arrangements, as well as social relationships and trust between resource stakeholders. In many cases, it also alters gender roles linked to the use of natural resources. With local resource governance systems in disarray, and natural resources increasingly degraded, communities are less resilient and more vulnerable to any future stresses and shocks. Restoring or building resource governance arrangements between competing livelihood groups and addressing the role of women in resource management is often a key need in countries affected by conflict. Strengthening state-society relations is also central to tackling fragility and creating the circumstances for building resilience.

2.3. The resource governance vacuum that occurs during armed conflict can make natural resources particularly vulnerable to pillage

During violent conflict, the resulting resource governance and institutional vacuum is almost systematically exploited. Extensive resource theft tends to take place by a combination of predatory individuals, armed groups and transnational criminal networks. Such activities include land grabbing, illegal wildlife trade, and the looting of high-value resources. In many cases, the revenues from the illegal resource exploitation and trafficking of natural resources are used to perpetuate and sustain instability and violence. The international system has developed tools for addressing such “conflict resources”, ranging from voluntary transparency regimes, to certification mechanisms, to targeted commodity sanctions. However, these require context specific application and improved strategic coordination to be able to respond to the complexity of global supply chains and dynamic nature of transboundary resource flows. In particular, the geographic and technical complexity of these chains, as well as their ability to adapt to and thwart regulation, often confound international and domestic legal frameworks, resulting in an unregulated space between the two levels. While the existing range of tools are useful, they need to be linked to a broader anti-trafficking approach, information exchange and institutional strengthening to be more effective.

3. LESSONS ON THE ROLE OF NATURAL RESOURCES IN CONSOLIDATING AND SUSTAINING PEACE

3.1. Focusing on extractive resources at the expense of critical renewable resources can cause tensions and vulnerabilities

While extractive industries are often seen as a huge opportunity for post-conflict countries to kick-start economic growth, create jobs and generate revenues, they seldom live up to these expectations and should not be used as the only pathway out of fragility. In most cases, the immediate employment generated by commercial extractives is minimal, with the majority of the population continuing to depend on small-scale subsistence livelihoods. Overreliance on a single extractive industry also heightens vulnerability to price shocks. Given these challenges, any economic development plan should be equally geared towards supporting the recovery and improved production of rural livelihoods based on other natural resources, notably agriculture,

fishing, livestock and community forestry. This can maximize employment, including for ex-combatants and women, and contribute to food security. Furthermore, an initial focus on rural livelihoods buys the time needed for countries to build the internal capacity, legal framework, and infrastructure to develop their extractive sector in a more strategic and effective manner.

3.2. Reliance on extractive industries for post-conflict economic recovery should focus on transforming resource windfall into long-term prosperity

The unique mix of geography, climate, ecology, and the distribution of natural resources impose fundamental constraints on livelihood and economic development opportunities for all countries. A number of post-conflict countries are rich in high-value natural resources that could support a range of different extractive sectors. However, in such cases, countries should adopt a resource transformation and economic growth model based on six core elements: (i) building the institutions and good governance of the resource sector; (ii) developing infrastructure that can be shared with other economic sectors; (iii) ensuring robust fiscal policy and competitiveness; (iv) supporting local employment and value chains; (v) deciding how to share and spend a resource windfall wisely; and (vi) transforming resource wealth into broader economic development and diversification.

3.3. High-value natural resources can represent a specific risk to peacebuilding

High-value resources can complicate peacebuilding as different political groups compete to control revenue streams and capture benefits. As resource-related investments can lead to high GDP growth, resource concessions often come with high-level political access and influence. In combination, these risks can undermine fledgling institutional structures. Unless key transparency and accountability safeguards are implemented from the outset, individuals can quickly control the instruments that could provide the essential checks and balances on resource governance. This leads to disenchantment and the erosion of public trust, which can degenerate into social conflict. The challenge is to prevent short-term “rent seeking” interests from setting the parameters for the governance framework. International actors can provide support by addressing asymmetries between different stakeholder groups related to power, capacity and information. Transparency is a key tool in rebuilding stakeholder trust and in ensuring public participation in decision making.

3.4. Private sector investments in natural resources can strengthen or undermine peacebuilding

Extractive companies also need a new approach to investing in countries plagued by conflict in a manner which helps to consolidate and sustain peace. Their relationships with governments and communities have often been colored by tension, mistrust and one-sided exploitation. While interested in their own profit margins, they can also provide investments, technologies, job opportunities and knowledge that are badly needed. As exploration and production increasingly shift to frontier markets, governments and communities should incentivize companies to focus on “sharing value” in the resource sector in five key areas: (i) fiscal contribution; (ii) job creation and skills building; (iii) infrastructure investment; (iv) social and community benefits; and (v) responsible management of environmental risk. Stakeholder tools will be needed to transparently monitor the positive peace and development impacts that are achieved in each of these domains. At the same time, attracting responsible private sector investment to the resource sector will depend on the presence of a stable regulatory regime with robust rules to govern the sector, as well as clear roles for each player in the sector, combined with consistent application and enforcement. This approach is consistent with the growing recognition that there is not an inherent “resource curse,” and therefore getting the investment parameters right is a key to harnessing the positive potential of natural resources.

3.5. Windows of opportunity for essential resource governance reforms can be short-lived

Immediately after the end of an armed conflict, there is a window of opportunity for rebuilding, establishing security, and consolidating peace. This period offers the chance for countries to transform and re-establish the institutions that are related to the governance and management of natural resources in ways that might otherwise be politically difficult to achieve once economic interests become more entrenched. It is essential to adopt a national vision and start any major reform process before significant resource revenues begin to accrue – otherwise the opportunity for real change is often lost. Plans for improving resource governance must be specific to the country context, the history and level of experience with commercial resource exploitation, and tailored to the magnitude of the potential economic, social or environmental risk. Understanding how

different natural resources have historically combined with other grievances and political factors in generating violence is essential. This should be informed by rapid post-conflict natural resource assessments and analysis.

3.6. Programming to build community resilience must account for disasters, climate change, and conflict simultaneously

Repetitive stresses and shocks from disasters and conflicts gradually undermine positive development gains and fundamentally reduce community resilience over time, especially when they repeatedly impact natural resources. Climate change has the potential to increase the frequency and magnitude of disasters, as well as contribute to increased competition and conflict over scarce natural resources. The inter-play between disasters, conflicts and climate change, as well as the cumulated effects, requires integrated responses to successfully increase community resilience and protect the viability of resource-dependent livelihoods. Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA) can be designed in a conflict sensitive manner and peacebuilding can be strengthened by incorporating elements of resilience to disasters and climate change impacts. They should enable cooperation and confidence building around natural resources, and work to build community resilience to resource conflicts through peaceful and legitimate dispute resolution processes.

3.7. Collaboration around natural resources can be used as an entry point for dialogue and for confidence building

Depending on the country context, environmental issues such as pollution, habitat degradation, deforestation, water management, and protected areas can be an initial entry point for dialogue and confidence building between divided groups and communities. Local peacebuilding may be promoted using natural resources as the basis for rebuilding key relationships if mutual benefits can be identified and a common vision agreed. Over time, cooperation over natural resources can have important “spill over” effects, leading to cooperation in other domains and establishing a basis of trust for continued joint action. Some natural resources or environmental issues seem to have more cooperation and peacebuilding potential than others – much depends on how “politicized” the resource is within the prevailing political context combined with the historical levels of conflict and cooperation around the specific resource.

4. ESTABLISHING A UN APPROACH TO ADDRESS NATURAL RESOURCES ACROSS THE PEACE AND SECURITY CONTINUUM

4.1. Environmental assessments and authoritative information are fundamental for priority setting

The complexity of roles that natural resources can play across the peace and security continuum justifies timely thematic assessments. Such assessments should consider three major areas: (i) identifying how natural resources and the environment contribute to conflict outbreak, financing, perpetuation, and risk of relapse; (ii) determining the conflict's direct and indirect impacts on natural resources and identifying associated risks to human health, livelihoods, and security; and (iii) evaluating opportunities to restore and use natural resources to support peacebuilding and sustainable development outcomes, while minimizing environmental damage and new grievances.

Governments and civil society know the local issues and their ownership of the diagnosis and response design is crucial for relevance and sustainability. When parties in conflict contexts are polarized and traumatized, finding consensus on priorities can be elusive. External partners can help convene national stakeholders to reconcile conflicting views while also bringing impartial technical information and expertise.

4.2. The UN system needs "unity of purpose" for addressing natural resources and the environment across the peace and conflict continuum

Work conducted by ECP and UNEP country programmes have demonstrated to UN Country Teams the value of (i) joint conflict analysis which include resource dimensions; (ii) sharing technical information; and (iii) developing an overall strategy and common vision for addressing different risks and opportunities from natural resources. These good practices need to be up-scaled and replicated on a systematic basis in other UN Country Teams to avoid fragmentation of efforts and a lack of strategic focus.

At a global level, the UN system has tested and developed a range of tools that can address specific risks and opportunities from natural resources along the peace and security continuum as depicted in Figure 4. As there are many actors and processes shaping the contours of this continuum, the entry points will always

vary according to the national context and capacity. In line with current international efforts to find less linear and more flexible approaches to transitions from conflict to durable peace, it is important to assure continued and coherent attention to natural resource issues across the different peace and security instruments. In this regard, a vision and "unity of purpose" across the UN is needed for each specific context.

Where UN missions face illicit natural resource exploitation and trafficking, the organisation should strive to form a cohesive front across the political, security, economic, social and legal functions. Fragmented action will be out manoeuvred by nimble illicit networks. Therefore the UN needs to strengthen its shared analysis and conceptual clarity and make sure it acts in a complementary manner to the World Bank and regional financial institutions.

The full implementation of the UNDG-ECHA guidance note on natural resource management in transition settings could help to consolidate the UN's strategic approach towards tackling such challenges.

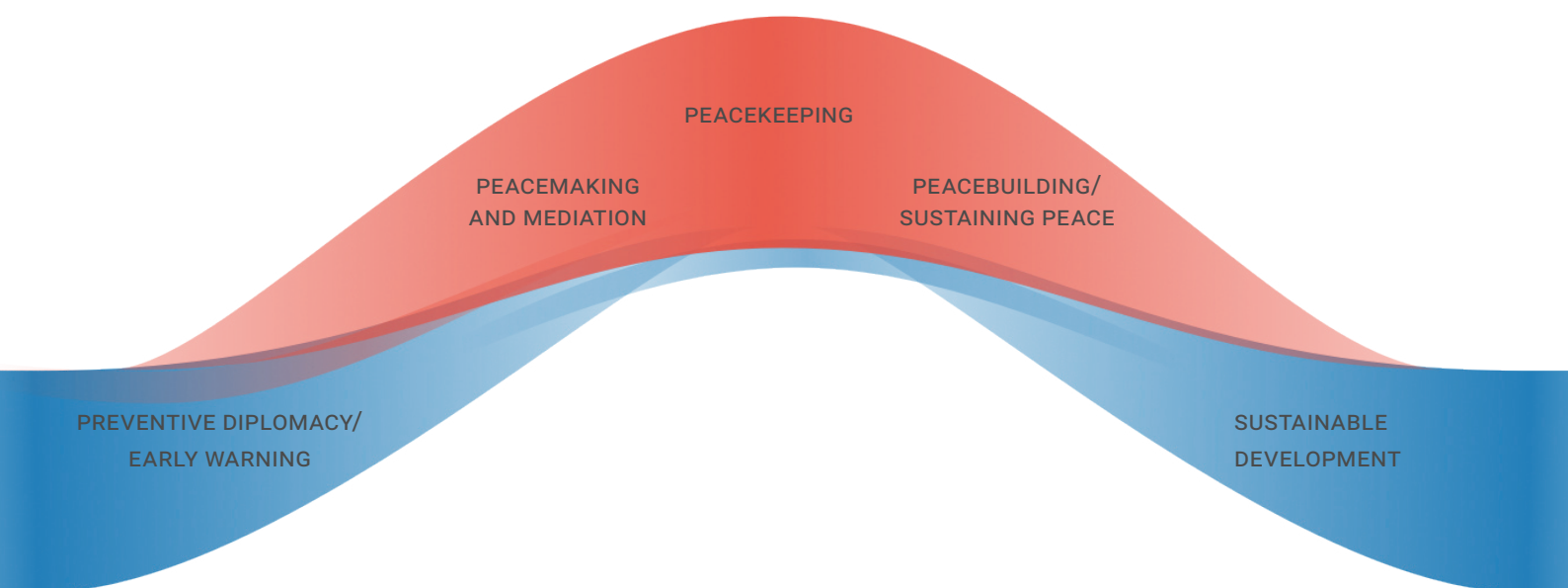
The UN also needs to further position itself and clarify its role at different levels in relation to other actors such as regional organizations, international non-governmental organizations, the private sector, academia and civil society – which should play important roles in addressing natural resource risks and opportunities.

4.3. Improved funding mechanisms are needed for a sustained UN engagement on natural resources, conflict and peacebuilding

The need to work within a common framework for natural resources across the UN system and with non-UN partners, will require an effective, secure and predictable funding mechanism, as well as incentives for strengthening collaboration. In the interim, a multi-partner trust fund should be considered where multiple UN agencies follow a joint work plan with non-UN partners on addressing natural resources, conflict and peacebuilding challenges. Lessons could then be learned from this for the implementation at country level and across the UN pillars.

As a newly adopted global goal, SDG 16 can help to structure this work around institutions, inclusivity and information access – objectives towards which different entities contribute according to their expertise.

Figure 4. UN system-wide interventions for addressing natural resources and the environment along the peace and security continuum



1. Preventive diplomacy/early warning

- Ensure resource governance is transparent, inclusive, accountable, sustainable and equitable
- Identify violations of economic, social and cultural rights linked to natural resources
- Identify resource scarcity hotspots and livelihood support needs
- Support existing mechanisms that channel the voice of women in the above mentioned issues

2. Peacemaking and mediation

- Support dialogue between parties using “good offices”
- Provide impartial technical information
- Identify mutual benefits from natural resources
- Build capacity for interest-based negotiation and for natural resource management
- Include natural resources in negotiations and agreements where they are a conflict driver or means
- Open the political space for key resource stakeholders to engage, including women

3. Peacekeeping

- Secure and demilitarize resource rich areas
- Issue sanctions against conflict resources and support their enforcement
- Support the implementation of natural resource clauses in peace agreements
- Prevent threat financing from environmental crime
- Restore administration of natural resources

4. Peacebuilding/sustaining peace

- Establish national vision and a framework for resource governance reforms combined with capacity building
- Create jobs and resilient livelihoods from full range of natural resources for men and women
- Secure land right and other resource rights as basis for sustainable resource management
- Use cooperation over natural resources as a basis for trust building between divided groups
- Develop co-management regimes and local dispute resolution processes for natural resources
- Develop natural resources in a conflict and gender sensitive manner
- Use resources as economic incentives for peace
- Inclusive specific focus on ex-combatants, marginalized groups and women

5. Sustainable development

- Build inclusive, transparent and accountable political and economic institutions
- Provide opportunities for inclusive decision-making on natural resources, including for women and indigenous groups
- Share benefits from natural resources in an equitable manner
- Ensure public rights to information, participation and justice in decision-making on natural resources and the environment
- Increase transition towards an inclusive green economy for human well-being and social equity

Future Outlook

The UN system is undergoing profound shifts in the way it integrates and coordinates its work streams across the main operational areas of peace and security, sustainable development, humanitarian assistance, human rights and international law. The 2030 Agenda for Sustainable Development is shifting from a donor and recipient-based development paradigm to universal Sustainable Development Goals (SDGs) that apply globally.

Key global agendas, such as the expert reviews of Peace Operations and Peacebuilding Architecture, also highlight the need for focused investments in conflict prevention combined with coherent and holistic responses to armed violence and peacebuilding.

The ECP programme was the first comprehensive and sustained effort to set in motion and catalyze new thinking, policies and processes that could help the UN system respond to these global reforms and emerging needs. In particular, on addressing the peace and security challenges posed by natural resources in a more coordinated and comprehensive manner. As the initial global investments made by the ECP programme become self-sustaining and are scaled-up by the partners and beneficiaries, UNEP can refocus its own efforts on providing targeted technical assistance to member states at the field level.

Based on the lessons learned and experience gained in the ECP programme, six priority areas are proposed whereby UNEP's comparative advantage and technical orientation can be leveraged in partnerships to help address specific conflict risks and peacebuilding opportunities linked to natural resources and the environment. These include:

- Supporting the emerging field of Environmental Peacebuilding
- Providing technical support to resource conflict mediation and environmental diplomacy
- Improving environmental management and monitoring of extractive industries

- Addressing climate change and security risks
- Empowering women in peacebuilding through natural resources
- Combatting illicit trade of natural resources and environmental crime

Where possible, this work will be oriented to support SDG 16 on peaceful societies, access to justice and inclusive institutions. Within this goal, UNEP will focus on the environmental and natural resource dimensions of four key targets:

- 16.3 Promote the rule of law at the national and international levels, and ensure equal access to justice for all
- 16.6 Develop effective, accountable and transparent institutions at all levels
- 16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels
- 16.10 Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements

UNEP views these four targets as essential requirements for governing natural resources in a manner which maximizes peace dividends and minimizes the risk of social grievances and violent conflict. This work will complement and inform other planned UNEP support to SDGs that have a stronger environmental orientation. The need to adopt a sensitive approach for all environment and natural resource management projects and capacity building efforts will be paramount.

As these six focus area are further designed and refined, UNEP looks forward to building on existing partnerships, and expert networks as well as establishing new ones. Strengthening support from a range of development partners will also be a priority.

1. Supporting the Emerging Field of Environmental Peacebuilding

Based on ECP's far reaching body of work, UNEP's next goal at the global level is to be the UN system's centre of excellence on Environmental Peacebuilding. This can be achieved by helping to consolidate and expand the new inter-disciplinary field of Environmental Peacebuilding and continuing to scale up the connections between the evidence base, the UN's policy and fieldwork, and the peacebuilding strategies of member states.

At the field level, UNEP will focus on helping national and local authorities to use the unique characteristics of specific natural resources as incentives for divided groups or communities to cooperate over their use, management or restoration. UNEP has observed through field operations in Afghanistan, Sudan and other countries that environmental cooperation can be an effective way to build mutual trust and social capital, which makes it easier to transform emerging conflicts more peacefully – especially at the local level.

Environmental peacebuilding between divided groups or communities will involve UNEP brokering meetings and supporting dialogue to help share information and agree on common environmental needs and priorities. The next step will focus on the identification of a tangible environmental peacebuilding project where mutual benefits can be defined and a common purpose agreed. These could include the clean-up of contaminated sites, the restoration and reforestation of a watershed, the building of environmental infrastructure, or the establishment of a protected area.

Once a project is identified, UNEP will provide performance-based funding and technical support, but rely entirely on the parties to cooperate and collaborate on the physical implementation of the activities. UNEP will try to ensure that the form and the content of the cooperation is structured to support confidence-building and relationship development.

Finally, an evaluation will be conducted to identify lessons learned and to determine if the environmental cooperation has improved community relationships and trust. It will also identify any other instances of joint action as well as positive spill over effects involving collaboration in other domains.

2. Providing Technical Support to Resource Conflict Mediation and Environmental Diplomacy

Due to their dual nature of being politically sensitive and technically complex, resource disputes often fall through the cracks of the international system. To address this shortcoming, UNEP, in close cooperation with DPA, is designing a technical assistance programme building on the findings of the report "Natural Resources and Conflict: A Guide for Mediation Practitioners" as well as on the environmental diplomacy support provided to stakeholders in Ogoniland, Nigeria.

The programme would aim to provide three key services to support the resolution of resource conflicts and environmental disputes. First, UNEP would be available to act upon request as an "expert witness" and impartial scientific authority in the generation or analysis of technical information for the benefit of all stakeholders in a resource dispute. Based on the request of a member state, UNEP could conduct impartial scientific assessments on existing or potential environmental risks, impacts or grievances in order to establish a common and impartial information base to all stakeholders as the basis for decision-making.

Second, UNEP together with other partners such as DPA would provide training and capacity building support together with strategic advice to key national institutions that hold responsibility for conflict prevention, management and resolution. This training could also be offered to companies looking to make large investments in resource sectors in a conflict-sensitive manner.

Third, UNEP would continue to work with a range of partners and experts to identify, document and share good practices in the mediation of resource conflicts and in addressing natural resources within larger peace agreements. This would build on UNEP's track record in catalysing and consolidating evidence-based research, including the generation of 150 peer reviewed case studies on natural resources, conflict and peacebuilding.

Different options for establishing this programme are being explored, including the development of a center of excellence on resource conflict mediation and environmental diplomacy in collaboration with a leading university.

3. Improving Environmental Management and Monitoring of the Extractive Industries

In some cases, the extractives sector offers the chance for post-conflict countries to create jobs, generate revenue to fund basic government services and stimulate further economic growth. However, harnessing these opportunities presents numerous challenges and pitfalls.

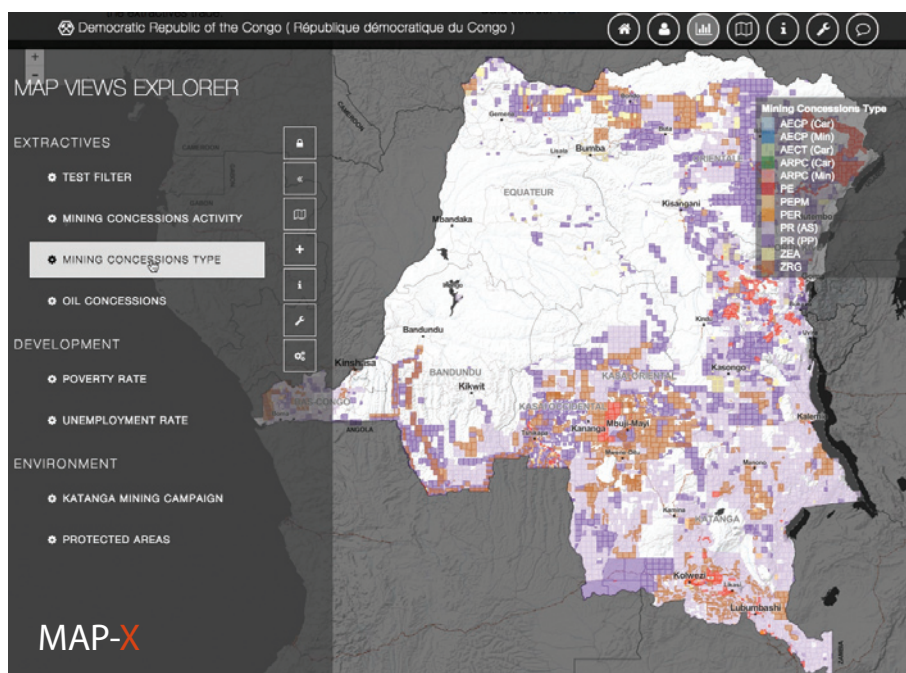
As witnessed by ECP in Nigeria, Afghanistan, DR Congo and Sierra Leone, many conflict-affected countries lack the capacity to adopt and enforce the necessary environmental safeguards, or monitor compliance with environmental standards. Minimizing environmental damage and preventing local health problems linked to extractive activities are among the key conditions to build public confidence in governmental oversight, and for companies to maintain their social license to operate.

To address environmental safeguards in the extractives sector, UNEP can provide impartial technical expertise, authoritative environmental data, and help to build the regulatory capacity of environmental institutions and stakeholders.

Moving forward, UNEP's first priority is to deliver on a request from the g7+ group of countries to build an open data platform to map and assess the performance of extractive concessions and contracts in member countries (code named MAP-X). In partnership with the World Bank and the Extractive Industries Transparency Initiative (EITI), UNEP has developed a working MAP-X prototype that aims to support stakeholders in the extractive sector to:

- Consolidate and access authoritative information on existing and planned concessions and contracts
- Engage in dialogue and participatory decision-making
- Improve equitable sharing of revenues and benefits
- Monitor the compliance of extractive concessions and related grievances

Ultimately, MAP-X is a tool for building confidence between stakeholders in the extractive sector that should help reduce social conflict and maximize benefits for peacebuilding and development. In 2016, UNEP, the World Bank and the g7+ will continue to assess the feasibility and functionality of the MAP-X prototype, and will test various user case scenarios in Afghanistan and DR Congo. Discussions are also ongoing with the Norwegian Oil for Development Programme (OfD) to explore the establishment of a technical partnership on environmental safeguards in the oil and gas sector for OfD client countries.



The MAP-X prototype (www.mapx.online) is being developed by ECP and UNEP-GRID Geneva with initial testing in Afghanistan and DR Congo

4. Addressing Climate Change and Security Risks

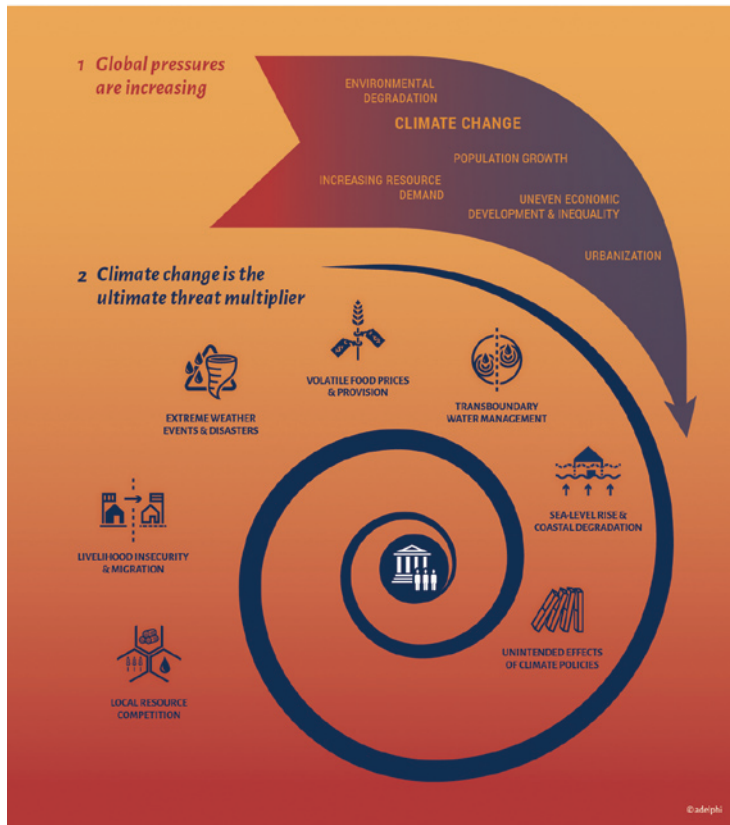
There is an emerging global consensus that climate change will stress the economic, social, and political systems that underpin each nation state. Where institutions and governments are unable to manage the stress or absorb the shocks of a changing climate, the risks to the stability of states and societies will increase. Climate change is the ultimate “threat multiplier” aggravating already fragile situations and potentially contributing to further social tensions and upheaval.

“A New Climate for Peace,” a report commissioned by G7 foreign ministries, was launched in New York

in June 2015. Based in part on substantive contributions by UNEP, the report identifies seven key compound climate and fragility risks that should form the basis for united action. These include local resource competition, livelihood insecurity and migration, volatile food prices and provision, transboundary water management, and unintended effects of climate change policies (see Figure 5).

As a direct follow-up to the G7 report, UNEP has established a partnership with the EU to address the security implications of climate change in two pilot countries. At the national level, UNEP will develop and deploy a state-of-the-art methodology to help stakeholders map and prioritize climate change and security hotspots. UNEP will then help key national stakeholders identify the most suitable combination of physical and institutional investments to reduce specific security threats.

Figure 5. Seven compound climate-fragility risks threaten states and societies



Source: A New Climate For Peace © adelphi, International Alert, Woodrow Wilson International Center for Scholars, European Union Institute for Security Studies, 2015

At the local level, UNEP will work directly with communities to pilot test innovative approaches to measuring and building resilience to a range of different climate change and security risks. A combination of different approaches to build resilience will be tested ranging from ecosystem restoration and improved resource management, to the development of social capital and early warning mechanisms, to training, monitoring and local institution building. UNEP will either provide additional funding to help existing climate change adaptation projects understand and address security risks, or help scale-up existing good practices.

Findings and best practices will be documented and communicated to the relevant global and trans-regional institutions to improve the knowledge base and further inform more effective field-level policies and programmes. This will ensure the partnership has a global reach and influence beyond the boundaries of the pilot countries.

5. Empowering Women in Peacebuilding Through Natural Resources

Building on the findings and recommendations of the report “Women and Natural Resources: Unlocking the Peacebuilding Potential”, UNEP plans to launch a joint project together with UN Women, UNDP and PBSO. Other development partners are also being sought.

The project will seek to pilot test a range of gender-responsive approaches to natural resource management in three conflict-affected countries. Best practices and lessons learned will be distilled to develop tools and systems eventually to be applied across all UN country programming in conflict-affected states.

Ultimately, the project will aim at ensuring men and women have equal rights and access to benefits from natural resources, which are key for resilience, sustainable livelihoods and post-conflict economic recovery.

6. Combatting Illicit Trade of Natural Resources and Environmental Crime

The illegal trafficking of natural resources has been made a sanctionable offense in four of the current sixteen UN sanctions regimes, where resource revenues are used to fund armed groups. There is a sense amongst some Security Council members that this issue will only become more common as a sanctions designation criteria. Yet, designating miners, poachers, and middlemen is only one of many approaches for



Community consultations in North Darfur, Sudan

tackling illicit trafficking used to fund armed groups. In such situations, it may be helpful to consider an expanded strategy where sanctions are one essential part of a broader anti-trafficking approach and coordinated initiatives.

To develop a more comprehensive approach, UNEP plans to partner with key UN actors and research institutes to help identify the gaps in knowledge, policy and practice at the intersection of UN sanctions, natural resource trafficking and environmental crime. It endeavors to clarify what sanctions can achieve and where other instruments may be more appropriate for addressing this challenge. It aims to provide recommendations on how the UN System can better analyse the issues involved and support the broader work where sanctions are a necessary component.

Development partners are being sought to support the implementation of work in this thematic area.

Recognizing Our Partners

Over the years, UNEP has worked with numerous partners from a range of sectors, including UN actors, universities and other research institutes, non-governmental organizations, and governments. This has enabled UNEP to efficiently address the often multi-disciplinary and complex relationships between natural resources, conflict and peacebuilding. Support from partners has also allowed various field operations to be carried out in difficult environments. UNEP duly thanks the partners and partnerships that have played an indispensable role in the delivery of the ECP programme.

The government of Finland deserves special thanks for the vision, political leadership and sustained anchor funding for ECP during 2009-2015. Other development partners such as Norway, Sweden, Italy, the United States and the European Union also provided key support to different ECP outputs. The Environmental Law Institute, the International Institute for Sustainable Development, the EU-UN Partnership on Land, Natural Resources and Conflict Prevention, and the UNEP Expert Group on Conflict and Peacebuilding have also played critical roles in the implementation of the different pillars and merit special thanks.

UN Collaborators



*Empowered lives.
Resilient nations.*



Department of
Political Affairs



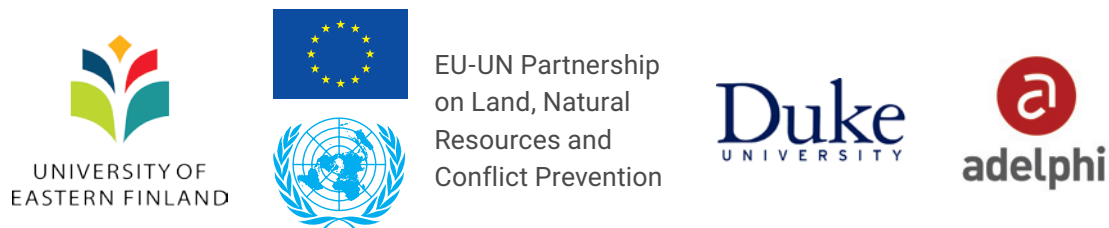
United Nations Peacebuilding Support Office



United Nations Entity for Gender Equality
and the Empowerment of Women



In Partnership With



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UNEP's Expert Group on Conflict and Peacebuilding

A key success factor in delivering the range of services under the Environmental Cooperation for Peacebuilding programme is technical advice and leadership from UNEP's Expert Group on Conflict and Peacebuilding (EGCP). Ten senior members represent a diverse range of professional and geographic backgrounds, providing authoritative perspectives on issues related to natural resources, conflict and peacebuilding.

The EGCP, set up in 2009, offers UNEP with independent expertise on natural resources, conflict and peacebuilding linkages. It provides technical inputs and peer review to various products, identifies good international practices and emerging academic work, and helps to set the strategic direction for the annual work plan. Each member also provides further access to their own institutions and extensive networks.



Alexander Carius,
Founder & Director
Adelphi Research,
Germany



Patricia Kameri-Mbote,
Programme
Director for Africa,
International
Environmental
Law Research
Centre, Kenya



Geoff Dabelko,
Former Director,
Environmental
Change and
Security Program,
Woodrow Wilson
Center, USA



Mark Halle,
Executive Director,
IISD-Europe,
Switzerland



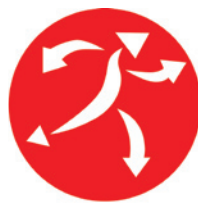
Erika Weinthal,
Lee Hill Snowden
Professor of
Environmental
Policy, Nicholas
School of the En-
vironment at Duke
University, USA



Ken Conca,
Professor of Inter-
national Relations,
American Univer-
sity, USA



Richard A. Mat-
thew, Professor
of Environmental
Politics, University
of California Irvine,
USA



Mike Davis
Team Leader,
Conflict Resources,
Global Witness,
London, UK



Silas Siakor,
Director, Sustain-
able Development
Initiative, Liberia



Juan Dumas,
Senior Advisor,
Fundación Futuro
Latinoamericano,
Ecuador

During 2008-2015, the ECP Programme Received Expertise and Support from the Following Individuals

ECP CORE TEAM

David E. Jensen (Manager)
Adrienne Stork
Amanda Kron
Anne Cecile Vialle
Bessma Mourad
Dag Seierstad
Dennis Hamro Drotz
Elena Orlyk
Ivan Blazevic
Jenny Clover
Kathryn Chelminski
Lucile Gingembre
Matti Lehtonen
Max Pardo
Nicolas Cisneros
Pauliina Upla
Renard Sexton

CONTRIBUTING EXPERTS

Alec Crawford
Alex Grzybowski
Alexander Carius
Andrew Morton
Andrew Scanlon
Anne Hammill
Annica Waleij
Antonio Perera
Arshad Khan
Asif Zaidi
Barbara Ruis
Belinda Bowling
Birgitta Liljedahl
Bradley Smith
Brendan Bromwich
Carl Bruch
Christian Nellesmann
Donata Garassi
Edwige Botoni
Elizabeth Maruma Mrema
Erik Solheim
Erika Weinthal
Erin McCandles
Geoff Dabelko

Hassan Partow
Henrik Slotte
Joe Attwood
John Bennett
Jordan Diamond
Josie Lianna Kaye
Juan Dumas
Ken Conca
Koko Warner
Maliza Van Eeden
Marc Levy
Mark Halle
Michael Brown
Mike Davis
Muralee Thummarukudy
Oli Brown
Patricia Kameri-Mbote
Patricia Vasquez
Pekka Haavisto
Philippe Roch
Richard A. Matthew
Silas Siakor
Silja Halle
Wynet Smith

UN AND DEVELOPMENT PARTNERS

Amb. Bénédicte Frankinet
Amb. David Angell
Amb. Janne Taalas
Amb. Jarmo Viinainen
Amb. Päivi Kairamo
Anne-Marie Goetz
Arnaud Huannou
Bady Balde
Cécile Mazzacurati
Corli Pretorius
Cynthia Brady
Dan Schreiber
Daniele Senzanonna
Denise O'Brien
Edric Selous
Elina Ruoho
Fernando Gryzbowski
Filiep Decorte

Florian Bruyas
Frédéric Moser
Gay Rosenblum-Kumar
Gerald Pachoud
Glauca Boyer
Henk-Jan Brinkman
Janne Taalas
John Carstensen
Juha Pyykkö
Jukka Pesola
Kulmiye Mohamed
Lennart Deridder
Leontine Specker
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Mark Bowden
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Mora Johnson
Nicholas Haysom
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Nikhil Acharya
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Oumar Sylla
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Ozong Agborsangaya-Fiteu
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Sophie Ravier
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Szilard Fricksa
Tim Resch
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BOOK EDITORS

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Siri Aas Rustad
Steve Lonergan

COMMUNICATIONS

Cassidy Travis
Cristina Poiata
Elisabeth Finney
Julie Marks
Matija Potocnik
Peter Whitten
Sam Newport
Sophie Brown

RESEARCH ASSISTANTS

Altan Butt
Diva Sama
Eline Crossland
Fabian Kreuzer
Fanny Rűden
Hannah Moosa
Ivonne Lobos Alva
Julien Aguzzoli
Kyungmoo Heo
Lucas de Muelenaere
Lucile Maertens
Matthias Chesley
Molly Brewis
Paige Olmsted
Sarah Bieber

“ We must use all of the tools at our disposal, including dialogue, mediation and other forms of preventive diplomacy, to help prevent natural resources from fueling and financing armed conflict, as well as destabilizing the fragile foundations of peace. ”

UN SECRETARY-GENERAL, BAN KI-MOON

“ When access to resources and their benefits is equitable, then resources can be a catalyst for cooperation. We have to work to make scarcity of resources a reason for cooperation, not for conflict. We have to prove the win-win proposition in sharing resources and negotiated solutions. ”

UN DEPUTY SECRETARY GENERAL, JAN ELIASSON

“ We aim for United Nations peacekeeping operations to lead by example in managing environmental impact. Our partnership with UNEP is key to continuing to improve our performance, as we work together to translate our environmental policy into action on the ground. ”

UN UNDER-SECRETARY-GENERAL FOR PEACEKEEPING OPERATIONS, HERVÉ LADSOUS
& UN UNDER-SECRETARY-GENERAL FOR FIELD SUPPORT, SUSANA MALCORRA

